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ABSTRACT

This proposal outlines a three-part capital outlay plan designed to meet specified educational planning principles, to eliminate duplication of control by district and state agencies, and to direct state planning personnel from project justification to planning assistance. The proposal first discusses current problems, including multi-directional objectives, varied outlay and procedural requirements, and multi-faceted operational procedures, as a rationale for a new outlay program. Capital construction is then discussed in terms of income, distribution, and facilities planning. Specific to an income plan, techniques are demonstrated for using the "day-graded student" unit to determine the amount of income to be made available each year to the Board of Governors by the State Department of Financing. The proposal then details the objectives of distribution planning and illustrates a distribution formula based on capacity/load ratios, relative district abilities, college size factors, and effort factors. The facilities plan separates and classifies planning functions between the various state and district agencies, considering district autonomy as well as state prerogatives. Finally, transitional requirements, including a handbook and budgetary and legislative considerations, are discussed. (JP)

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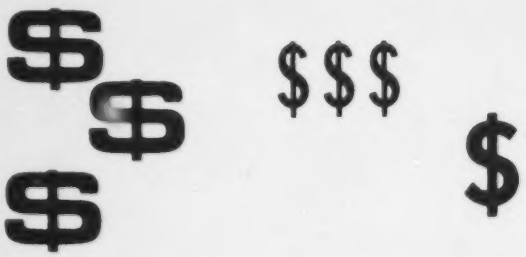
Proposal to Implement a Capital Outlay Funding Program in California Community Colleges



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Chancellor's Office
California Community Colleges

September 1978

JC 790 592

ACKNOWLEDGMENTS

Although the writer assumes full responsibility for the organization of this proposal, the concepts expressed have been obtained from many sources. Ideas as to the worth and importance of the individual, his inalienable right to be educated, the significance of the delegated power to governing boards as an agent of the State, and the importance of a professional administrator to recommend alternatives for future development are representative characteristics of the Community College system that developed after a long and eventful history of free public education in the United States and are worthy of being perpetuated.

More specifically, many of the ideas and concepts can be traced directly to personal experiences derived from an extended exposure to many excellent teachers of high purpose and firm resolve. Of particular note have been a number of scholars in educational administration such as: Dr. A. C. Lambert, Brigham Young University; Dr. Fletcher Harper Swift, Dr. L. H. Peterson, Dr. Frank W. Hart, Dr. Theodore L. Reller, and Dr. Edgar L. Morphet of the University of California. These and many other administrators like them have been most helpful. Their unselfish efforts are gratefully acknowledged and have contributed significantly to the concepts expressed.

Considerable insight has been gained through direct observation and personal experience with faculty members, administrators, and board members in the public schools and in the various segments of higher education in many geographical areas of the United States during the past three decades. If there be any positive attributes to the principles of

administration advocated for implementation in this proposal, the redeeming features are an outgrowth of the strengths that are inherent in American education. These attributes are worthy of prepetuation and other students should receive the same educational opportunities as have been provided the writer. Many services, benefits, and contributions have been freely given and for such personal support appreciation is thankfully expressed.

The preliminary drafts of this proposal were read and evaluated by Dr. John Picco whose editorial abilities were found to be most helpful. He has been frank, willing and cooperative and his services are gratefully received.

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FOREWORD

The Capital Outlay Construction Program for California community colleges has been operational for nearly a decade and is in need of evaluation. Community college districts are concerned about the amount of documentation required, the number of deadlines to be met, the variety of approvals required, the number of state agencies involved, and the frequency of project deferments and the limited amount of state finance. There is concern about the balance between local and state control in the management of capital outlay projects. Evaluation of the present operational relationships is a prime necessity if certain inherent characteristics of the California community colleges are to be maintained and strengthened.

The organizational structure of the California community colleges is distinctly unique when compared to the California University System and the State College System. The distinguishing characteristic is a Board of Trustees in each community college district. Dr. Sidney W. Brossman on November 9, 1970 at San Diego emphasized that the "keys to growth and success of the community college movement in California are local control and autonomy coupled with coordination and service from the state level." He further stressed that "local control is the touchstone by which we must continue to conduct the affairs of the colleges."[1] The appearance of 17,000 to 58,000 in new fall enrollment[2]

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[1]California Community Colleges, News Release, Noon, Tuesday, November 10, 1970 .

[2]"California Community Colleges, Five-Year Plan, 1976-81." Sacramento Board of Governors, January, 1976. p. A-71.

the State can allocate financial resources on an objective formula basis with a minimum of control, and that the Office of the Chancellor can be the coordinating, facilitating, and leadership agency for markedly improving the planning process.

ALLOCATION PROPOSAL SUMMARY

Educational Planning Principles

1. Educational planning should precede facilities planning and be done by district personnel.

2. Educational planning constitutes a most essential part of all college facilities projects if useful teaching facilities are to be obtained and wastes minimized.

3. Flexible, long-ranged and broadly based college plant programs should be foreseen, intelligently planned, definitely stated and cooperatively managed if the best interests of the college and the state are to be served.

4. The district administrator, as executive officer for a lay board of trustees, is responsible with the aid of his staff and other specialists, for leading in the development of the college plant program.

Proposal Policies

1. Makes the student to be housed and educated the major factor when justifying capital outlay construction funds.

2. Gives college districts responsibility for initiating, formulating, scheduling and managing all building projects.

3. Places capital outlay funding on a statewide formula basis.

4. Defines allocating formula factors as:

   Capacity/Load Ratio

   Relative District Ability

   College Size

   Assignable Square Feet as Related to Weekly Student Contact Hours

5. Advocates an:

   Income Plan

   Distribution Plan

   Facilities Plan

6. Streamlines project approval procedures.

7. Gives the Legislature and Governor's Office administrative control with a single line budget entry.

Operational Procedures

1. Educational and Facilities Planning sections in the Chancellor's Office will be responsible to the Chancellor and the Board of Governors for all project approvals. Variations, differences and conflicts with the control agencies will be resolved by a change in function, organization and policy.

2. Project approvals will be made by one state agency, the Chancellor's Office.

3. District administrative personnel will determine all time schedules on the basis of need. The annual submission of projects for preparation of Governor's Budget will be eliminated.

4. Capital outlay construction budgets submitted by districts, after approval, will go direct to bid.

5. Distribution of capital outlay funds will be made direct to districts on a formula basis. Tax moneys can be used for construction shortly after collection.

6. The capital outlay needs of the California community college districts can be met by provisions now written in the California State Constitution.

7. Expertise in the control agencies will be devoted to data verification, planning, auditing and evaluation.

8. Administrative organization of proposal encourages and strengthens the service relationship between the Chancellor's Office and the college districts. Time, labor and personnel formerly devoted to project justification can be diverted to district educational planning of facilities projects.

9. Capital Outlay Formula Committee makes possible the resolving of operational differences with the Chancellor's Office and stimulates the formation of working policies between and among the participating agencies.

10. Recommended change contends that the Legislature and the Governor's Office are directly responsible, through assistance received from the control agencies, for developing a long range funding plan for projecting the approximate percentage and amount of state money available annually for supporting capital outlay projects. The proportion and amount of money in the state five-year funding plan should correlate with the five-year expenditure plan developed by the community college districts and the Chancellor's Office.

CHAPTER I

THE PROPOSAL

This proposal is concerned with the development of a functional capital outlay plan for the California community colleges. The plan describes how capital outlay funds are obtained and distributed; and delineates working relationships of district administration, the Chancellor's Office, the control agencies and the California State Legislature. The proposal provides for a maximum amount of planning service with a minimum amount of duplication and control. The study proposes the application of certain acceptable and fundamental principles of college administration. The solutions proposed will protect the interest of the State of California, but allow the California community colleges a maximum amount of freedom in developing effective capital outlay college construction programs.

It is further assumed that the Facilities Planning Staff of the Chancellor's Office continues to be a facilitating, coordinating and planning support agent for the state for obtaining maximum value from state funds with a minimum amount of control. Emphasis is given to the development of preliminary plans with subsequent support through the final drawings, construction, occupancy and evaluation of the project in relation to the educational and structural plans previously developed.

Proposal Statement

There is serious need for an evaluation of essential financial and administrative functions as they relate to the community college districts through the services of Facilities Planning. Observations made of the internal district operations indicate that attention must be focused on the following questions:

1. How can the community college boards of trustees be assisted when planning functional and efficient capital outlay programs without the state usurping the decision making powers intended for the districts?
2. How can public tax money be made available to community college districts on an equitable basis and provide financial support for constructing new student facilities?
3. How can the financing of the capital outlay program avoid duplicating similar functions between and among the various state control agencies and still preserve the prescribed intentions of the California State Legislature and the State Constitution?
4. How can the College Facilities Planning Staff in the Chancellor's Office effectively serve the community college districts?

To answer the foregoing questions, the following specific objectives are made for development in this proposal

Objectives

The primary objectives of this proposal are to: (1) Demonstrate that sufficient data are available for determining the capital outlay needs of the California community colleges (Facilities Plan), (2) Illustrate how state funds can be anticipated and projected by the State Department of Finance (Income Plan), and (3) Evolve a system for allocating state funds which is simple, direct, practical and adequate (Distribution Plan).

The system should be understandable to laymen, administrators and legislators. It must provide adequate funding to house each new student entering the community college system. It should strengthen the decision-making powers of the local Board of Trustees and maintain the control agencies of state government as servants of the people.

Need for Proposal

Multi-Directional. The Facilities Planning Staff of Educational and Facilities Planning of the Chancellor's Office is by actual circumstance attempting to serve a minimum of three masters and they are:

1. Chancellor's Office
2. State Department of Finance and other related state control agencies
3. California community colleges

Diagram 1 "Outline of Present Operational Relationships with College Facilities Planning Staff" illustrates the present administrative pressures. Reasons for the existing situation has foundational

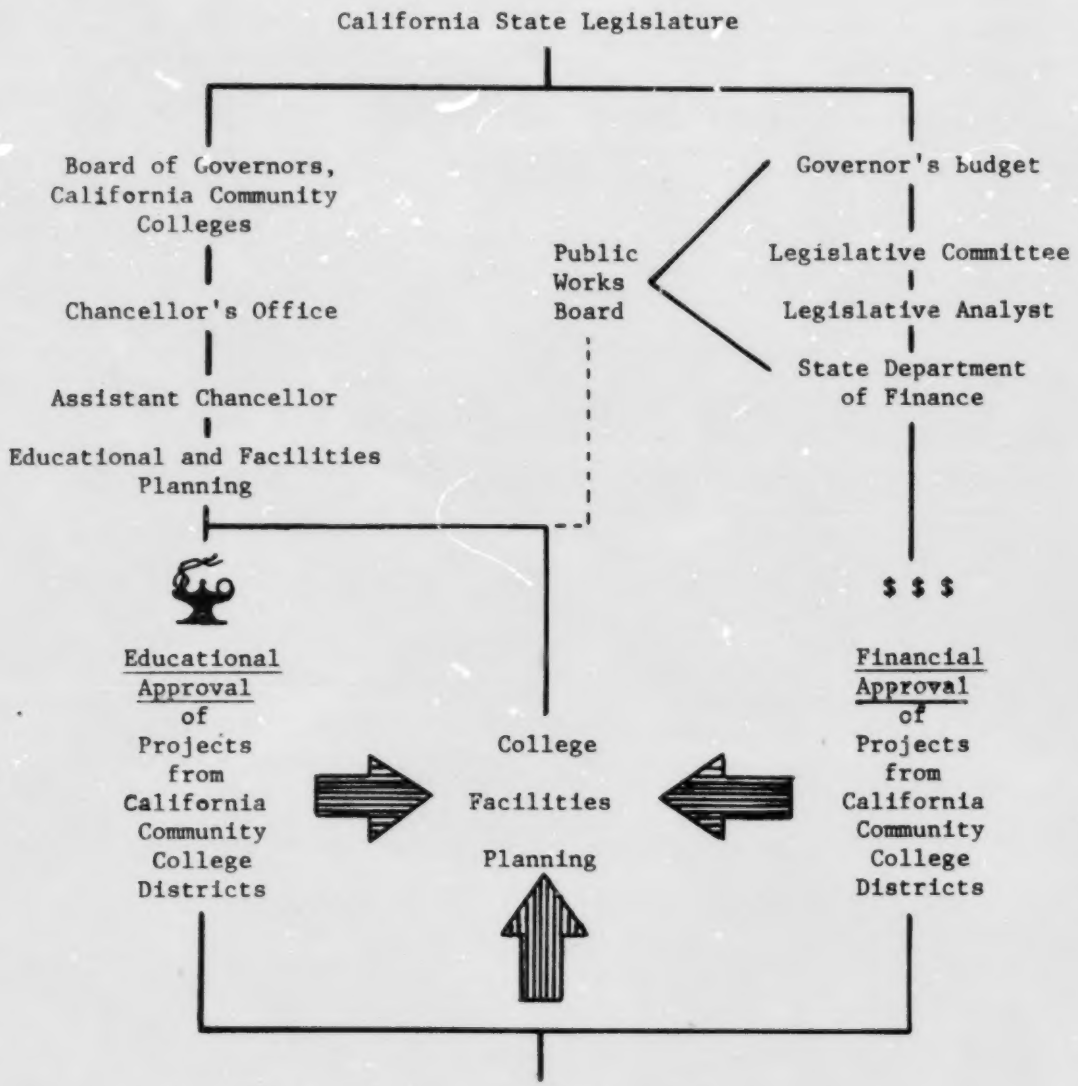


DIAGRAM 1

OUTLINE OF PRESENT OPERATIONAL RELATIONSHIPS
WITH FACILITIES PLANNING SECTION

roots in an old philosophical dilemma that has long been of vital concern to administrators responsible for the financing and administering of public community colleges. The dilemma is between the concepts of fiscal independence and fiscal dependence with respect to state domination in the operation of the community college districts in California.

Historical Perspective. In the historical development of the California community college movement, the older high school districts, and more recently, the community college districts, have been relatively free and fiscally independent of state domination. This freedom of action has been a unique characteristic as the community colleges evolved from extended high school programs, to separate college districts, and to the eventual organization of the Board of Governors and the subsequent establishment of the Chancellor's Office.

During the recent transitional period, 1966 to 1970, the state functions of the California community colleges were legally assumed by the State Department of Education. During this period a detailed program of capital outlay requirements was developed for obtaining state financial participation. The factors leading to this complex battery of requirements came in part from Senate Bill 691. To justify the expenditures of public money, other influences came from the former Coordinating Council for Higher Education, the State Department of Finance, the Legislative Budget Committee, and the Public Works Board. Indirectly, there were also legal and

legislative pressures stemming from fiscal management interpretations, as typified by annual state budget control language.

District Pressures. As a result of the foregoing evolution, the community college districts became aware of a number of new and detailed procedural requirements. Conflicts developed between the state control agencies as districts sought to meet deadlines for the capital outlay plans, project planning guides and preliminary plan packages. The situation was recently complicated by indefinite financial support for previously approved projects.

Current Operational Procedures

The plan approval procedure for capital outlay projects desiring state funds is a multi-faceted procedure. Project rejection is a probability at every step of the process. The "capital outlay" plans go to the Chancellor's Office, the State Department of Finance, the Legislative Analyst and the Legislature. The Project Planning Guides are reviewed by the same agencies. After review by the foregoing agencies, there must be a later approval by the Public Works Board for funding. A cash flow problem or a change in scope may be sufficient to cause a project to be rejected. At present, due to increased state financial needs with no specific long-range funding program for capital outlay, a number of projects approved by the Board of Governors may not be funded.

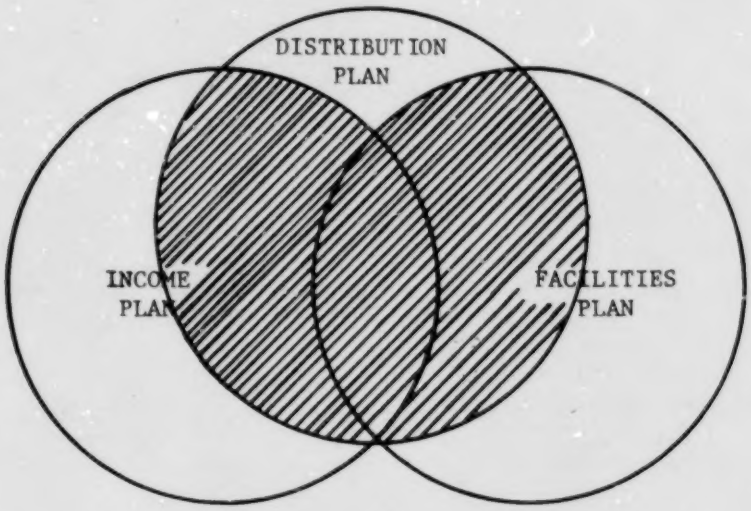
Effective planning is difficult when there is a constant barrage of expediency decisions brought about by making every project a line

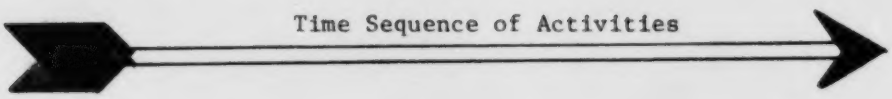
item in the Governor's budget, by having every project scrutinized by the State Department of Finance primarily for financial reasons rather than academic need, and by having the Legislative Analyst duplicate the same action. The current procedure is time consuming, expensive and inefficient.

Diagram 1, "Outline of Present Operational Relationships with Facilities Planning Section" graphically illustrates the common working forces creating complexities having a bearing on capital outlay procedures. The direct and indirect operational activities in California State Government exceed the complexities illustrated. Each project is a line item in the Governor's Budget. Each control agency is involved item by item, agency by agency, appropriation by appropriation. The interworking maze of details are not accurately known even to those with administrative responsibilities.

Additional illustrative information for visualizing the concepts explaining this proposal are in Diagram 2, Chapter II, Page 12; and Diagram 3, Chapter IV, Page 40.

Present Overlapping
Income, Distribution and Planning
Relationships





Suggested Independent
Income, Distribution and Planning
Relationships

DIAGRAM 2

PRESENT AND SUGGESTED RELATIONSHIPS FOR INCOME, DISTRIBUTION AND PLANNING CONCEPTS FOR CALIFORNIA COMMUNITY COLLEGES

CHAPTER II

INCOME PLAN

Capital construction of community college facilities is the logical outcome of three necessary actions. These minimum steps are:

1. Income Plan
2. Distribution Plan
3. Facilities Plan

Diagram 2 illustrates and delineates the differences between the present and the proposed operational methods for funding capital outlay programs in the California community colleges. A distinct line of demarkation between the three essential steps is deemed highly desirable for master planning purposes.

Duplicated Functions

The overlapping of income, distribution, and facilities plans in the current capital outlay operation are so obvious that further elaboration and discussion are irrelevent. The continual plea from the community college districts has definitely been directed toward simplification. The major factors for such streamlining are not to be found in the paperwork of project preparation, but in the clarification of responsibility among the various state agencies. The coordinating of timing schedules with college districts and the delegating of responsibilities among state agencies has been confusing, has led to a marked degree of conflict and created interagency strife during project development. The increased proportion and number of delayed projects

in relationship to available funding has been frustrating and disappointing to community college district personnel. The need for capital outlay funding streamlining is obvious.

Income Plan

There seems to be no apparent reason why a single agency such as the State Department of Finance cannot assume responsibility for determining the amount of income to be made available each year to the Board of Governors without any reference being made to each individual building project being required.

Sufficient data are now available to determine with relative accuracy the capital outlay funding needs of the California community colleges. The efforts of the State Department of Finance could be directed specifically toward the methods necessary for implementing the need and making available the resources required as mandated by the people in the California Constitution, Section 15, but generally disregarded by the California State Legislature. The Constitution states:

> Out of the revenue from state taxes for which provision is made in this article, together with all other state revenues, there shall first be set apart the moneys to be applied by the state to the support of the Public School System and the State University.[1]

---

[1] Deering's California Codes, Annotated. Constitution Articles XI - End. San Francisco: Bancroft-Whitney Co., 1974. Pp. 359-360.

The responsibility for the development of a Ten-Year Annual Enrollment Projection Plan logically belongs to the State Department of Finance. The department has in hand the essential information for preparing a long-range Income Plan. The California State Legislature needs such a statewide income plan for anticipating the capital outlay funding needs of the California community colleges.

Assignable square footage (ASF) is documented in the annual space inventory conducted by the Chancellor's Office, building costs are available from the districts and from commercial cost indexing services, and other sources of information range from course costs on college campuses to the research services at the California Postsecondary Education Commission. Sufficient information is available for preparing a long-range income plan and predicting capital outlay needs on a student basis.

Planning Techniques

Tables 1, 2, 3, and 4 and Graph 1 that follow, illustrate how the information available at the State Department of Finance and data at other state agencies can be used in preparing practical and reliable information for predicting income needs based on enrollment predictions of day-graded students. The techniques, not the data, are relevant to this proposal. Similar tables and projections can be related to known data bases for making short and long-term funding estimates for planning purposes.

The basic computational unit could be the "Day-Graded Student." Sufficient information is now known about the cost of housing students in California community colleges to make an operational assumption as to how many dollars would be allowed per student.

TABLE 1

ESTIMATED CAPITAL OUTLAY COST[1] PER DAY GRADED STUDENT (DGS) BY CLASSIFICATION CATEGORY WITH PERCENT AND ASSIGNABLE SQUARE FOOTAGE (ASF) PER DGS GIVEN FOR CALIFORNIA COMMUNITY COLLEGES, 1975

Classification Category	Percent	ASF per DGS	Cost per DGS
Offices	12.3	4.84	$406.56
Classrooms	13.7	5.4	453.60
Laboratories	32.1	12.65	1,062.60
Learning Resources Centers	8.3	3.27	274.78
Other Facilities	33.6	13.24	1,112.16
Totals	100.0	39.41	$3,309.60

[1]Computed on Engineering Record Index (ENR) of 2475, and an estimated cost or $84 per ASF.

JMB:jmb

August 9, 1976

TABLE 2

An Analysis of the Relationship Between Proposed Funding Needed[1] and the Number of Average Day Graded[2] Students to be Housed Showing the Resulting Cost Per Student for a Five-Year Period Computed With an Assumed Enrollment

Fiscal Year	Day Graded Students	Local Only	Local Matching State Funds	Local Only Local Matching State Funds	Cost per DGS: Local Only	Cost per DGS: Local Matching State Funds	Cost per DGS: Local Only Local Matching State Funds
1972-73	515,197	$23,700,000	$ 77,700,000	$101,400,000	$46.00	$150.81	$200.71
1973-74	515,197	20,070,000	139,300,000	159,370,000	38.96	270.38	309.34
1974-75	515,197	17,400,000	127,480,000	144,880,000	33.77	247.44	281.21
1975-76[3]	515,197	17,922,000	131,304,400	147,777,000	34.79	254.86	286.83
1976-77[3]	515,197	18,280,440	135,243,532	150,732,540	35.48	262.50	292.57
Average					37.80	237.20	274.13
Percent of Total					13.7%	86.3%	100%

[1] Data adapted from a reply answering questions from Mr. Owen A. Knorr and submitted by Edward Rodgers.

[2] Reference should be made to Table 2, "Comparison of Projected Total Fall Day-Graded Students (8:00 a.m. to 5:00 p.m.) with Deficit Capacity That Will Be Needed By the District Ten-Year Construction Plans."

[3] Data for 1975-76 based on percent of increase from past years as reported in BD-240

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TABLE 3

ESTIMATE OF CAPITAL OUTLAY FUNDS* REQUIRED AT VARYING LEVELS OF SUPPORT FOR CALIFORNIA COMMUNITY COLLEGES COMPUTED ON THE BASIS OF NEW DAY-GRADED STUDENTS AS OBTAINED FROM BD-240 PREDICTIONS

Year	1970	1971	1972	1973	1974	1975	1976	1977	1978	1979
Day-Graded Students	409,021	438,027	465,557	487,759	511,881	537,647	555,060	571,149	589,810	606,194
Prior Year Day-Graded Students	371,150	409,021	438,027	465,557	487,759	511,881	537,647	555,060	571,149	589,810
Increase in Day-Grade Students	37,871	29,006	27,530	22,202	24,122	25,766	17,413	16,089	18,661	16,384
Day-Graded Support per Student										
Meager Budget Support										
$3,000	114	87	83	67	72	77	52	48	56	49
$3,500	133	102	96	78	84	90	61	56	65	57
Minimum Budget Support										
$4,000	151	116	110	89	96	103	70	64	75	66
$4,500	170	131	124	100	109	116	78	72	84	74
Desirable Budget Support										
$5,000	189	145	138	111	121	129	87	80	93	82
$5,500	208	160	151	122	133	142	96	88	103	90

*Given in millions of dollars.

TABLE 4

ASSIGNABLE SQUARE FEET PER STUDENT IN NON-RESIDENTIAL BUILDINGS FOR NINETY CALIFORNIA COMMUNITY COLLEGES AS REPORTED BY THE 1970 FALL ENROLLMENT AND THE 1970 FACILITIES INVENTORY SYSTEM AND ARRANGED IN DESCENDING ORDER BY THE NUMBER OF ASSIGNABLE SQUARE FEET PER STUDENT

Colleges	Number of Day Students	Total Non-Residential ASF	ASF per Student
Taft	436	56,515	129.6
Mt. San Jacinto	874	97,935	112.0
West Hills	739	74,359	100.6
L. A. Trade Tech	5,538	554,009	100.0
Gavilan	1,148	108,583	94.6
Barstow	766	67,766	88.5
Shasta	3,193	264,643	82.9
Desert, College of the	1,665	134,928	81.0
Reedley	1,839	147,884	80.4
Monterey Peninsula	3,271	260,662	79.7
Antelope Valley	2,288	175,505	76.7
Cuesta	1,928	147,425	76.5
Hartnell	2,504	181,592	72.5
Citrus	3,844	273,404	71.1
Palomar	3,146	223,286	71.0
Mira Costa	1,340	90,953	67.9
Victor Valley	947	62,055	65.5
Imperial	1,608	105,382	65.5
Porterville	1,148	74,524	65.0
Yuba	2,605	168,363	64.6
Mt. San Antonio	7,929	511,494	64.5
San Diego Miramar	304	19,578	64.4
Siskyous, College of the	847	53,400	63.0
San Diego Mesa	7,141	263,299	62.2
Modesto	5,213	319,158	61.2
Allan Hancock	3,335	202,656	60.8
Ventura	4,684	281,061	60.0
Foothill	5,453	316,509	58.0
Bakersfield	6,089	352,214	57.8
Riverside	5,286	305,374	57.8

TABLE 4 (Continued)

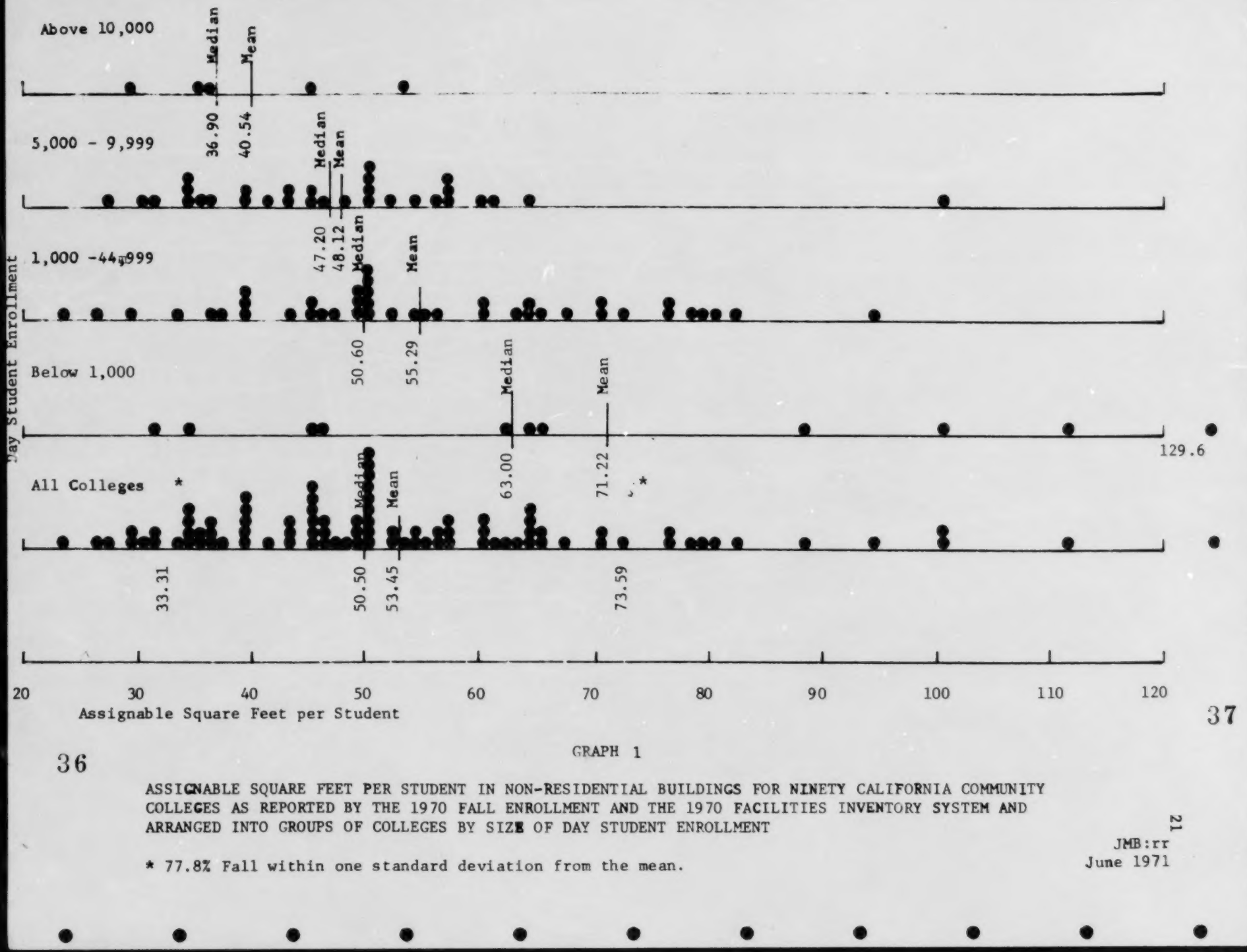
ASSIGNABLE SQUARE FEET PER STUDENT IN NON-RESIDENTIAL BUILDINGS FOR NINETY CALIFORNIA COMMUNITY COLLEGES AS REPORTED BY THE 1970 FALL ENROLLMENT AND THE 1970 FACILITIES INVENTORY SYSTEM AND ARRANGED IN DESCENDING ORDER BY THE NUMBER OF ASSIGNABLE SQUARE FEET PER STUDENT

Colleges	Number of Day Students	Total Non-Residential ASF	ASF per Student
Skyline	2,231	126,730	56.8
San Bernardino	6,648	377,744	56.8
Sequoias, College of the	3,165	178,241	56.3
Glendale	3,602	197,500	54.8
Chabot	7,278	397,078	54.6
El Camino	11,270	613,303	54.4
De Anza	5,204	276,706	53.2
Compton	3,767	199,380	52.9
Southwestern	4,088	208,921	51.1
Chaffey	4,074	240,193	51.1
Pasadena	9,231	468,800	50.8
Rio Honda	5,572	281,777	50.6
Napa	2,017	102,090	50.6
Sacramento City	7,743	391,232	50.5
Redwoods	2,832	143,025	50.5
Santa Rosa	5,139	259,340	50.5
Canada	3,277	163,817	50.0
Merced	2,518	123,971	49.2
Contra Costa	4,346	212,990	49.0
Moorpark	3,384	165,104	48.8
San Mateo	7,677	369,740	48.2
San Diego City	4,231	202,693	47.9
Fullerton	9,696	457,844	47.2
Cabrillo	4,357	204,247	46.9
Columbia	947	44,036	46.5
Sierra	3,154	146,449	46.4
Merritt	4,453	206,364	46.3
Orange Coast	8,289	382,100	46.1
Cypress	4,645	213,215	45.9
Palo Verde	406	18,614	45.8

TABLE 4 (Continued)

ASSIGNABLE SQUARE FEET PER STUDENT IN NON-RESIDENTIAL BUILDINGS FOR NINETY CALIFORNIA COMMUNITY COLLEGES AS REPORTED BY THE 1970 FALL ENROLLMENT AND THE 1970 FACILITIES INVENTORY SYSTEM AND ARRANGED IN DESCENDING ORDER BY THE NUMBER OF ASSIGNABLE SQUARE FEET PER STUDENT

Colleges	Number of Day Students	Total Non-Residential ASF	ASF per Student
L. A. City	11,029	504,763	45.8
San Jose City	6,372	290,301	45.5
Cerritos	7,782	345,060	44.3
Marin	4,698	206,207	43.9
East L. A.	6,869	301,641	43.9
Fresno City	7,695	325,855	42.3
Consumnes River	1,700	67,817	39.9
L.A. Southwest	1,742	69,277	39.8
Santa Barbara	4,110	162,748	39.6
San Joaquin Delta	7,268	284,992	39.2
Santa Ana	5,130	199,151	38.8
Alameda	2,946	112,987	38.4
Long Beach City	12,257	452,302	36.9
Golden West	4,387	160,933	36.7
L.A. Valley	9,664	354,009	36.6
L.A. Harbor	6,016	218,927	36.4
L.A. Pierce	11,193	403,926	36.1
Santa Monica	8,292	294,369	35.5
Canyons, College of the	767	27,101	35.3
Grossmont	7,225	253,016	35.0
Diablo Valley	8,400	292,692	34.8
Saddleback	2,032	68,666	33.8
Lassen	706	22,839	32.3
American River	9,209	294,853	32.0
West Valley	6,318	190,039	30.1
Ohlone	2,021	54,332	29.9
San Francisco	12,605	372,544	29.5
Laney	5,974	164,677	27.6
Butte	2,447	66,660	27.2
Solano	3,302	78,326	23.7



GRAPH 1

ASSIGNABLE SQUARE FEET PER STUDENT IN NON-RESIDENTIAL BUILDINGS FOR NINETY CALIFORNIA COMMUNITY COLLEGES AS REPORTED BY THE 1970 FALL ENROLLMENT AND THE 1970 FACILITIES INVENTORY SYSTEM AND ARRANGED INTO GROUPS OF COLLEGES BY SIZE OF DAY STUDENT ENROLLMENT

* 77.8% Fall within one standard deviation from the mean.

21

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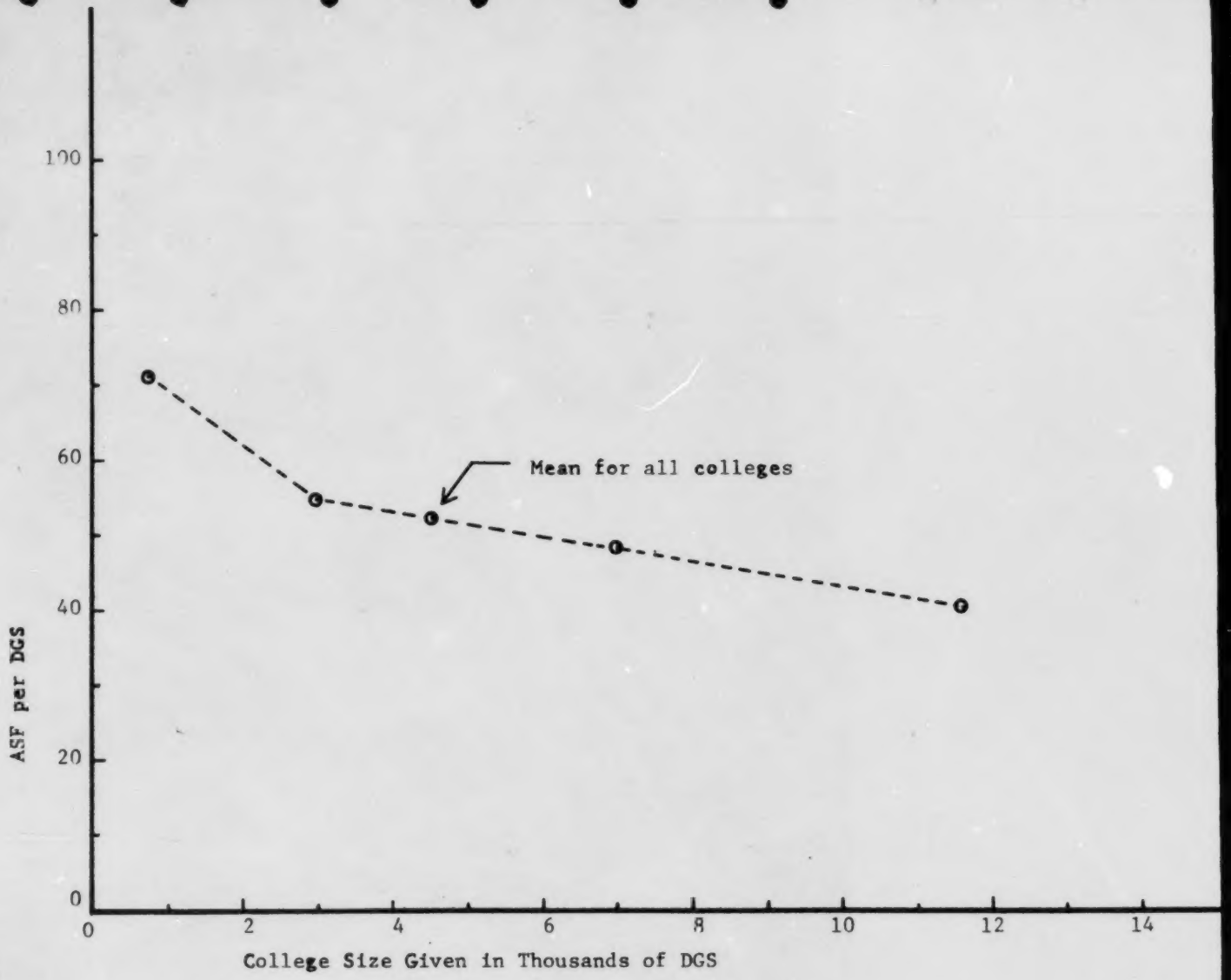
June 1971



GRAPH 1A

RELATIONSHIP OF ASSIGNABLE SQUARE FEET PER DAY-GRADED STUDENT TO CALIFORNIA COMMUNITY COLLEGE SIZE BASED ON 1970 FACILITIES INVENTORY AND FALL ENROLLMENT DATA

CHAPTER III

DISTRIBUTION PLAN

Distribution Plan Purposes

The "Distribution Plan" attempts to achieve the following major purposes:

1. Base the distribution of state moneys for capital outlay purposes to the California Community Colleges on an objective formula.

2. Have capital outlay funds paid direct to college districts on an annual need basis.

3. Expect college districts to manage, direct, and determine the amount and the timing of all capital outlay construction projects.

4. Educational program approvals for capital construction are determined by district administration, approved and recommended by the district board of trustees and given final approval by the Chancellor's Office.

5. Chancellor's Office would be responsible for the overall state capital outlay community college program by summarizing the district five-year plan district submittals.

6. The Department of Finance would develop and determine a five-year state finance plan. Determine the degree of funding support for capital outlay on a given and a predicted fiscal year basis, predict state enrollment trends and perform the auditing function.

7. The California Postsecondary Education Commission (CPEC) would serve as the coordinating agency to reconcile the community college capital outlay plan with the funding plan of the Department of Finance and act as the facilitating agency representing the California State Legislature.

8. The overall capital outlay plan would be determined by the college districts through the Chancellor's Office; and the accompanying finance plan, based on predicted enrollments, would originate in the State Department of Finance. The coordination of the capital outlay and finance plans would be evaluated by CPEC when representing the concerns of the California State Legislature.

9. The California Community College districts would exercise a state delegated stewardship for local control, program determination and educational responsibility for community college students. The district trustees would account for its state delegated stewardship for an effective capital outlay program through the Chancellor's Office and the Governing Board of the California Community Colleges as defined by statute through the California State Legislature.

Formula Factor Justification

The fundamental concept for determining capital outlay needs in this proposal is the estimated amount of money required to house one student for educational purposes in California Community Colleges. The "Day Graded Student" (DGS) is the presumed unit of measurement. Capital outlay needs will be the equivalent amount of land, housing space and equipment expressed in dollars deemed necessary to satisfy educational requirements.

Distribution Plan Formula

The more measureable, objective and useable administrative factors known were selected for predicting capital outlay needs. Most of the factors proposed have had prior administrative applications over long periods of time. The combination of factors suggested for formula use is one feature that may be unique. The formula factors are as follows:

1. CAPACITY/LOAD RATIO (Efficiency Factor) is a stated numerical ratio between the number of Weekly Student Contact Hours (WSCH) reported in relationship to plan capacity measured in Assignable Square Footage (ASF) and based upon standards developed by the California Postsecondary Education Commission (CPEC).

2. RELATIVE DISTRICT ABILITY (RDA) (Ability Factor) is the relative wealth of a college district expressed by a ratio between assessed valuation given in dollars and WSCH in a given year.

3. COLLEGE SIZE FACTOR is an allowance granted to new and small colleges where additional ASF can be justified to assure sufficient ASF and/or adequate space to provide a minimum program of acceptable quality.

4. ASF/WSCH FACTOR (Effort Factor) recognizes the amount of physical facilities available for educational program purposes and the amount of Weekly Student Contact Hours (WSCH) produced by the college. The effort factor attempts to determine the degree to which the administration has effectively utilized resources, facilities and students to meet its own educational objectives. The factor also considers college size and gives proportionate recognition to the new, small and maturing colleges.

The student, Average Daily Attendance (ADA) and other similar measurement units have long been used in California and in other states for apportionment purposes. The DGS unit is now used for the distribution of operational and maintenance funds for the community colleges. A small staff could effectively handle the distribution of state funds and with probable strong acceptance to the districts, the control agencies and the California State Legislature. Considerable supporting evidence could be cited, but such documentation is not the main concern of this proposal.

The main purpose is to outline a simple, equitable and effective means for distributing funds to districts without requiring extensive and unnecessary project justification. In contrast college districts can be

encouraged to devote time, resources and personnel to effective educational planning of college facilities.

An attempt will be made to use common factors previously used for which supporting data can be obtained. The items of measurement will also utilize statistical information as they are used for other purposes in all districts. The formula would be simple enough that district personnel could compute and anticipate probable income for budgeting purposes. The simplicity would make possible the distribution of available funding within a short time after being appropriated.

Districts could make expenditures immediately or accumulate the monies in a reserve fund for financing larger projects. The timing schedule for each project could be at the discretion of the district and the present detailed scheduling and cycling of district projects would be past history. Furthermore, much of the duplicate justification work on projects could be eliminated from the Department of Finance, the Legislative Analyst and the Legislature. Professional planning assistance could be directed to helping college district personnel, instead of massaging multiple project applications, justifications and supplements in the development of capital outlay programs as is now done. Plant utilization studies, surveys of facilities, and the planning of facilities would be just a few of many activities which could be given much greater attention. The prime purpose for planning would be for the benefit of the students, the college and the taxpayer. The multiple review procedures and the numerous schedule details now necessary for project justification in the control agency maze can be eliminated.

Once operational, administrative leadership could be directed to formula improvement, to long-range planning for district and regional purposes. As a result, much of the struggle previously devoted to justify projects would be eliminated. Many of the service functions in the control agencies could be given new life and the strained relationships between agency personnel, which are now manifest, could become cooperative ventures with advantages for both the district and the state.

Funding Distribution Plan

The foregoing "Distribution Plan Formula" is summarized in Table 5 and illustrates in a practical manner how four factors may be used to apportion capital outlay funds on an individual college basis.

In multicampus districts, the various college computations would be accumulated for a district total. In any case, only a single apportionment, for qualifying districts, would be necessary for each district for capital outlay purposes.

Information explaining the contents of Table 5 is from the following sources:

Column 1 data on Capacity/Load Ratio Factor come from the Five-Year Plans of the various districts and are required by statute.

TABLE 5

FUNDING DISTRIBUTION PLAN

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1		2		3		4		5
Capacity/Load Ratio Factor		Relative District Ability (RDA) Factor		College Size Factor		ASF/WSCH Factor		
District Capacity/ Load Ratio	Dollars Per DGS	District RDA	Dollars Per DGS	DGS College Size	Dollars Per DGS	ASF/WSCH x 10	Dollars Per DGS	Maximum & Minimum DGS Amounts
0- 75	2,500	.40	0	1,500	750	85[3] and above	700	Maximum $4,950
76	2,400	(and below)[1]		(and below)				
77	2,300					85-50	690	
78	2,200	.50	1,000[2]	2,000	500	50-45	340	
79	2,100					45-41	290	
		.60	900	3,000	450	43-38	250	
80	2,000					38-36	220	
81	1,900	.70	800	4,000	425			
82	1,800					36-34	200	Difference
83	1,700	.80	700	5,000	415	34-33	180	between
84	1,600					33-32	170	maximum &
		.90	600	6,000	410	32-31	160	minimum
85	1,500					31-30	150	amounts
86	1,400	1.00	500	7,000	400			$3,870
87	1,300					30-29	140	
88	1,200	1.10	400	8,000	395	29-28	130	
89	1,100					28-27	120	
		1.20	300	9,000	390	27-26	110	
90	1,000					26 and below	100	Minimum
91	900	1.30	200	10,000	385			$ 680
92	800							
93	700	1.40	100	10,000	380			
94	600			(and above)				
		1.50	0					
95	500	(and above)						
96	400							
97	300							
98	200							
99	100							
100	0							

[1] RDA factor will not operate for new districts with less than .5

[2] Maximum allowance will be continued for existing districts below..5

[3] Financial encouragement not continued for colleges with an ASF/WSCH Factor above 85 or for enrollments less than 500 DGS

Minimum Qualifications for Community College District Participation in State Funding.

1. Capacity/load/ratio must be below 100.
2. Relative District Ability (RDA) must be below 2.00 and above .4.
3. A minimum of 500 Day-Graded Students (DGS) is necessary to quality for WSCH participation.

Column 2 data on Relative District Ability Factor (RDA) are prepared annually for all community college districts and available in the Chancellor's Office and distributed in tabular form for public use.

Column 3 information on College Size Factor is available from data prepared in the Chancellor's Office primarily from enrollment reports and assembled regularly by Analytical Studies and the Fiscal Services departments in the Chancellor's Office as a public service. Data for 1975 are given in the Appendix.

Column 4 data on the ASF/WSCH Factor is obtained from Chancellor's Office. Computations for all districts are in the Appendix for 1975.

In Columns 1, 2, 3 and 4 funding amounts expressed in "Dollars per DGS" are given. The amounts given are based on professional judgment and are subject to change, if desired. At this time the amounts were set for illustrative purposes, but an effort was made to make the amounts reasonable and realistic under existing conditions in California community colleges.

A duplicate of Table 5 is used in preparing a sheet of "Illustrative Examples" of two theoretical districts. District A is marked with a solid line and District B with a dashed line. The "Funding Distribution Plan Worksheets" for Districts A and B follow the illustrative examples and provide the necessary detail as to how the data could be prepared for any given college on an operational basis.

ILLUSTRATIVE EXAMPLES

TABLE 6

FUNDING DISTRIBUTION PLAN

JMB:cv
12-10-76

1		2		3		4		5
Capacity/Load Ratio Factor		Relative District Ability (RDA) Factor		College Size Factor		ASF/WSCH Factor		
District Capacity/ Load Ratio	Dollars Per DGS	District RDA	Dollars Per DGS	DGS College Size	Dollars Per DGS	ASF/WSCH x 10	Dollars Per DGS	Maximum & Minimum DGS Amounts
0- 75	2,500	.40	0	1,500	750	85[3] and above	700	Maximum $4,950
76	2,400	(and below)[1]		(and below)				
77	2,300					85-50	690	
78	2,200	.50	1,000[2]	2,000	500	50-45	340	$3,140
79	2,100					45-41	290	
		.60	900	3,000	450	43-38	250	
80	2,000					38-36	220	$1,310
81	1,900	.70	800	4,000	425			
82	1,800					36-34	200	Difference
83	1,700	.80	700	5,000	415	34-33	180	between
84	1,600					33-32	170	maximum &
		.90	600	6,000	410	32-31	160	minimum
District A 85	1,500					31-30	150	amounts
86	1,400	1.00	500	7,000	400			$4,270
87	1,300					30-29	140	
88	1,200	1.10	400	8,000	395	29-28	130	
89	1,100					28-27	120	
		1.20	300	9,000	390	27-26	110	
90	1,000					26 and below	100	Minimum $ 680
91	900	1.30	200	10,000	385			
92	800							
93	700	1.40	100	10,000	380			
94	600			(and above)				
District B		1.50	0					
95	500	(and above)						
96	400							
97	300							
98	200							
99	100							
100	0							

[1]RDA factor will not operate for new districts with less than .5

[2]Maximum allowance will be continued for existing districts below..5

[3]Financial encouragement not continued for colleges with an ASF/WSCH Factor above 85 or for enrollments less than 500 DGS

ILLUSTRATIVE EXAMPLES

Minimum Qualifications for Community College District Participation in State Funding.

1. Capacity/load/ratio must be below 100.
2. Relative District Ability (RDA) must be below 2.00 and above .4.
3. A minimum of 500 Day-Graded Students (DGS) is necessary to quality for WSCH participation.

FUNDING DISTRIBUTION PLAN

WORKSHEET

Fiscal Year 19__

COLLEGE NAME DISTRICT A DATE 1-20-77

	Factor[2] Amount	Formula Amount
1. CAPACITY/LOAD RATIO (Efficiency Factor)	85.	$ 1,500
2. RELATIVE DISTRICT ABILITY (RDA) (Ability Factor)	.60	900
3. COLLEGE SIZE FACTOR	3,000.	450
4. ASF/WSCH FACTOR (Effort Factor)	45-41.	290
5. DGS CAPITAL OUTLAY ALLOWANCE (Total of Items 1, 2, 3 & 4)		3,140
6. GROWTH FACTOR[1] (30 DGS assumed)		30
7. ESTIMATED COLLEGE CAPITAL OUTLAY FUND (Line 5 x Line 6)		$ 94,200

[1] Growth Factor in DGS is to be obtained from annual fall reports of the State Department of Finance. An alternative method would be to compute annually the number of new students necessary to maintain the college "Lecture Laboratory" capacity/load ratio at 100. The computation would be made of the Funding Distribution Plan formula factors prevailing for the given fiscal year being reported. The ASF required for the given college under study would be used.

[2] Information obtained from "Funding Distribution Plan" given in Table 5 "Illustrative Examples."

FUNDING DISTRIBUTION PLAN

WORKSHEET

Fiscal Year 19__

COLLEGE NAME DISTRICT B DATE 1-20-77

	Factor[2] Amount	Formula Amount
1. CAPACITY/LOAD RATIO (Efficiency Factor)	95.	$ 500
2. RELATIVE DISTRICT ABILITY (RDA) (Ability Factor)	1.20	300
3. COLLEGE SIZE FACTOR	9,000.	390
4. ASF/WSCH FACTOR (Effort Factor)	28-27	120
5. DGS CAPITAL OUTLAY ALLOWANCE (Total of Items 1, 2, 3 & 4)		1,310
6. GROWTH FACTOR[1] (270 DGS assumed)		270
7. ESTIMATED COLLEGE CAPITAL OUTLAY FUND (Line 5 x Line 6)		$353,700.

[1] Growth Factor in DGS is to be obtained from annual fall reports of the State Department of Finance. An alternative method would be to compute annually the number of new students necessary to maintain the college "Lecture Laboratory" capacity/load ratio at 100. The computation would be made of the Funding Distribution Plan formula factors prevailing for the given fiscal year being reported. The ASF required for the given college under study would be used.

[2] Information obtained from "Funding Distribution Plan" given in Table 5 "Illustrative Examples."

Distribution Plan Procedure

The distribution of state monies to community college districts for capital outlay purposes includes assembling data, making computations, arranging priorities and evaluating information. The Chancellor's Office would coordinate the following tasks for all community college districts:

1. Obtain actual and predicted Weekly Student Contact Hours (WSCH) and the equivalent Day-Graded Student (DGS) enrollment data. Prepare DGS data for apportionment purposes by control agencies on or before 31 August.

2. Get the assignable square footages for all facilities as reported in the annual space inventory.

3. Obtain and verify the current report on Relative District Ability (RDA).

5. Compute and prepare in rank order the Capacity/Load Ratio (Efficiency Factor) for all colleges.

6. Compute and arrange in rank order the Relative District Ability (RDA) (Ability Factor) for all colleges.

7. Make and equate the necessary adjustments needed for the College Size Factor.

8. Make adjustments for new and beginning colleges and adjust to provide equity during the "honeymoon" period until college personnel are established in suitable facilities.

After the completion of all necessary information for the apportionment of capital outlay funds by the Chancellor's Office, the request for state monies would be transmitted to the Public Works Board (PWB) for determining the availability of state monies within a given fiscal year for funding the capital outlay budget. The PWB would determine whether the budget request would be funded as requested or prorated on a percentage basis of the request made.

The capital outlay fund budget from the Chancellor's Office when approved by the PWB would be transmitted to the State Controller where warrants would be issued to the California community college districts qualifying for capital outlay funds.

The funds transmitted to the district would be restricted to capital outlay projects approved by the Chancellor's Office. The district would determine the project construction schedule.

Capital Outlay Formula Committee

The Capital Outlay Formula Committee would serve for formula refinement and for continued improvement. The management of the committee would be in the Chancellor's Office and delegated to the Dean of Facilities

TABLE 7

CAPITAL OUTLAY FORMULA COMMITTEE

District or Agency	Number of Members
College District Chancellors and Presidents	2
Capital Outlay Advisory Committee	2
College District Business Managers	2
Chancellor's Office	2
Facilities Planning (1) Fiscal Services (1)	
CCC Governing Board	1
Department of Finance	1
State Legislature	1
California Postsecondary Education Commission (Nonvoting member)	(1)
TOTAL: Voting Members	11) 12
Nonvoting Members	1)

JMB:cv

October 25, 1976

CHAPTER IV

FACILITIES PLAN

An Overview

This funding proposal places the initiative and the responsibility for facilities planning and project development on each community college district. The district administration, with governing board sanction, would determine scope, method, timing, financing and procedure of all projects. Project submittal dates, as now required by the state, would be eliminated. The only required submittal would be the annual updating of the Five-Year Plan.

When the district administration decided a building was needed, a plan would be initiated and submitted to the Chancellor's Office. Prior to plan submittal, the services of the Chancellor's Office, Educational and Facilities Planning staffs would be available on request, to assist district personnel in educational plan development.

All district plans for local capital outlay construction in excess of $20,000 would be included in the Five-Year Plan and submitted to Facilities Planning for project approval. After preliminary and final approvals, the district would proceed with the completion of the project. District personnel in cooperation and in compliance with the Chancellor's Office and primarily, Educational and Facilities Planning, would assume the responsibility for the quantity and the quality of the capital construction program for the California Community Colleges. Project

Planning. The committee would be coordinated with help from the "Advisory Committee on Capital Outlay Planning." Final formula approval would be by the Board of Governors on recommendation by the Capital Outlay Formula Committee composed of the following members:

Please see Table 7, page 36 for a listing of the Capital Outlay Formula Committee

Additional Finance Formula Factors

The following factors may be considered in formula development refinement:

Percent of Estimated Remodeling (Definition)

New College Minimum Requirements

Amount of Initial Funding Necessary

Current Space Utilization (Campus Wide)

Emphasis on Specialized Program Support

Reversion Policy of Funds Not Used (Time)

Minimum Support Policies

plan involvement with the Department of Finance, the Legislative Analyst, the Legislature and the Governor as is now the case would be past history.

The State Department of Finance and the Legislative Analyst's Office would perform the audit function and verify that the public moneys expended were in the best interests of the citizens of the state. The energies and the abilities of the Educational and Facilities Planning staffs would be reoriented toward serving the community college districts and not toward project justification to meet the requirements of the control agencies. The Governor, the Legislature and the related control agencies would direct their collective efforts toward the planning of state resources and development of a finance plan. District planning as the result would be more realistic, funding resources would be known in advance, and all educational and facilities planning would be by management objectives. The continuous resubmittal of rejected projects would be unnecessary. Effective plan development would be possible at all levels of district and state government and the duplicity now evident could be eliminated,

Diagram 3 on the "Educational Planning Cycle for College Plant Programs" gives a concept of the general area of responsibility to be assumed by the college districts in cooperation with the Chancellor's Office. Sufficient expertise is available to plan, build and maintain the necessary housing of all community college students without involving other state agencies. "Elements of responsibility" is a concept that is applicable to state agencies as to individuals. The "elements of responsibility" or functions of responsibility envisioned in this proposal are briefly outlined under the following headings:

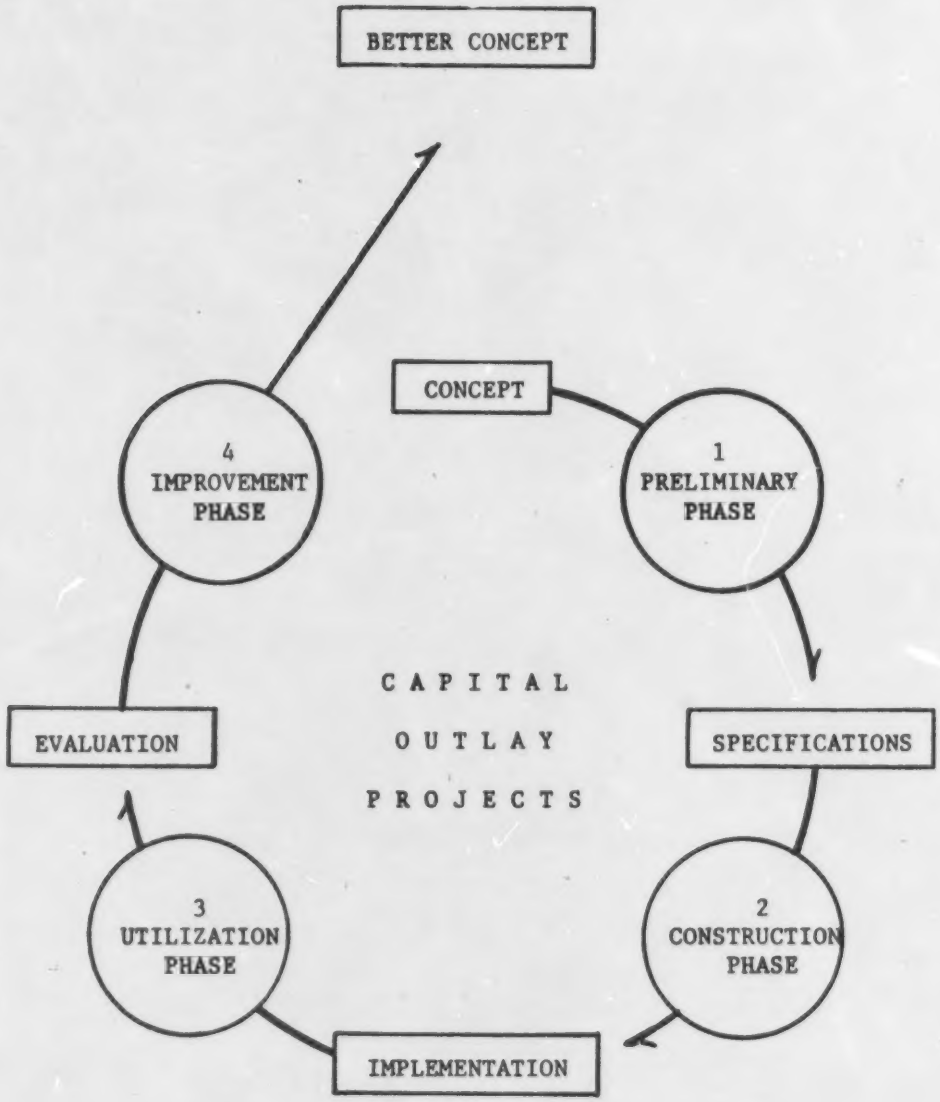

DIAGRAM 3

EDUCATIONAL PLANNING CYCLE
FOR COLLEGE PLANT PROGRAMS

District Responsibilities (skeletal outline only)

Complete Educational Planning

Acquire site, when necessary

Prepare capital outlay projects as required

Five-Year Capital Construction Plan

Project Planning Guides

Preliminary Plan Packages

Give and maintain time schedules

Outline and arrange financing

Obtain required plan approvals from Chancellor's Office

Advertise and take bids

Award bids

Complete construction

Equip and occupy facility

Evaluate project (audit)

Chancellor's Office Responsibilities, Facilities Section

Make available continous planning service to districts on request.

Exercise leadership in capital outlay development.

Encourage planning assistance from conceptualization of facilities through construction and eventual plant utilization.

Approval all major projects and consult on minor projects.

Coordinate with all control agencies and represent the interests of the California Community Colleges.

Maintain annual space inventory.

State Department of Finance Responsibilities

Prepare annual and related long-range predictions on student growth.

Maintain a long-range funding program (Income Plan) based on enrollment predictions.

Manage funding policies in such a manner that adequate funding is available as provided in the California State Constitution.

Keep all actions involving the California community colleges and the Chancellor's Office on a long-range policy basis.

Make the necessary audits to assure that state moneys harmonize with the best auditing practices.

California State Legislature

Change legislation to fund the California community colleges on a formula support basis for capital outlay as with current operating expenses.

Assign to the control agencies, the State Department of Finance, the Legislative Analyst's Office, the California Postsecondary Education Commission and the Department of Public Works, the development of long-range support policies, making long-range enrollment predictions, estimating and managing state income for capital outlay purposes, and performing the auditing function.

Project Planning Procedure

To give some perspective as to the content of what might be included when planning a project or preparing a Five-Year Plan, the following "General Educational Planning" outline is suggested.[1] Diagrams 4 and 5 provide general suggested working relationships within the California Community College system and the present state political structure along with the probably functions of the control agencies indicated.

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[1]The outline is adapted from: Beck, John Milton, Jr., "Educational Planning of School Plant Programs," Unpublished doctoral dissertation. Berkeley, California: University of California, 1962, Pp. 141, 171, 188.

GENERAL EDUCATIONAL PLANNING

Characteristics of the Community or Area

Distribution of Population

Evaluation of Existing College Plants

Comprehensive Site and Transportation Plan

EDUCATIONAL PROGRAM

- Assumptions, Premises and Backgrounds
- Philosophy, Principles, Objectives, Organization, Educational Outcomes
- Curriculum Characteristics, Learning Conditions, College Activities, Outside Activities, Orientation of Spaces, Discernable Trends, Traffic Patterns, Special Considerations
- Specifications: General, Room and Equipment, Room Layouts, Learning Spaces, Multiple Use of Facilities

Master College Plan

Finance Plan

Diagram 4 illustrates the "Recommended Operational Relationships for Planning, Developing, Approving and Financing a Capital Outlay Program for California Community Colleges." It is noted that responsibility for the Facilities Plan is primarily a district function with the Chancellor's Office serving as the approval and leadership arm of State government. In a similar manner the State Department of Finance carries the responsibility for the Income Plan. The major functions within the Income Plan are: (1) Five-Year financial support plan, (2) Prediction of enrollments, (3) Determining the degree of support on an objective basis, (4) Allocating of funds and (5) Performing an auditing function. The review and evaluation of capital outlay projects by the Department of Finance is eliminated to avoid duplication.

Diagram 5, gives "Recommended Operational Relationships for Providing the Necessary Plan and Physical Resources for the Education of Community College Students in California." A definite characteristic of this proposal is the separation and clarification of functions amongst and between the various state agencies. In past years the control agencies and particularly the Department of Finance has had direct control over the projects submitted for funding in the capital outlay program of the California Community Colleges. Again, a definite distinction has been made as to which agencies are responsible for the Facilities Plan and the Income Plan. The separation of responsibility in no way lessens or detracts from the ability of the State of California to manage or control its largest expenditure, a most significant area of responsibility, a public concern, the public schools. In fact, the opposite situation will prevail, as the Legis-

lature should be able to more efficiently and effectively assist in the management of the operation of the world's largest community college system.

Briefly stated: (1) college districts will control their own capital outlay programs as intended by the Legislature and be guided by an Income Plan that is functional, predictable and workable for meeting student needs; (2) the Chancellor's Office will direct the Facilities Plan; (3) the Department of Finance will develop the Income Plan; and finally (4) each segment of State government will be performing without duplication, those functions as initially intended by the Legislature.

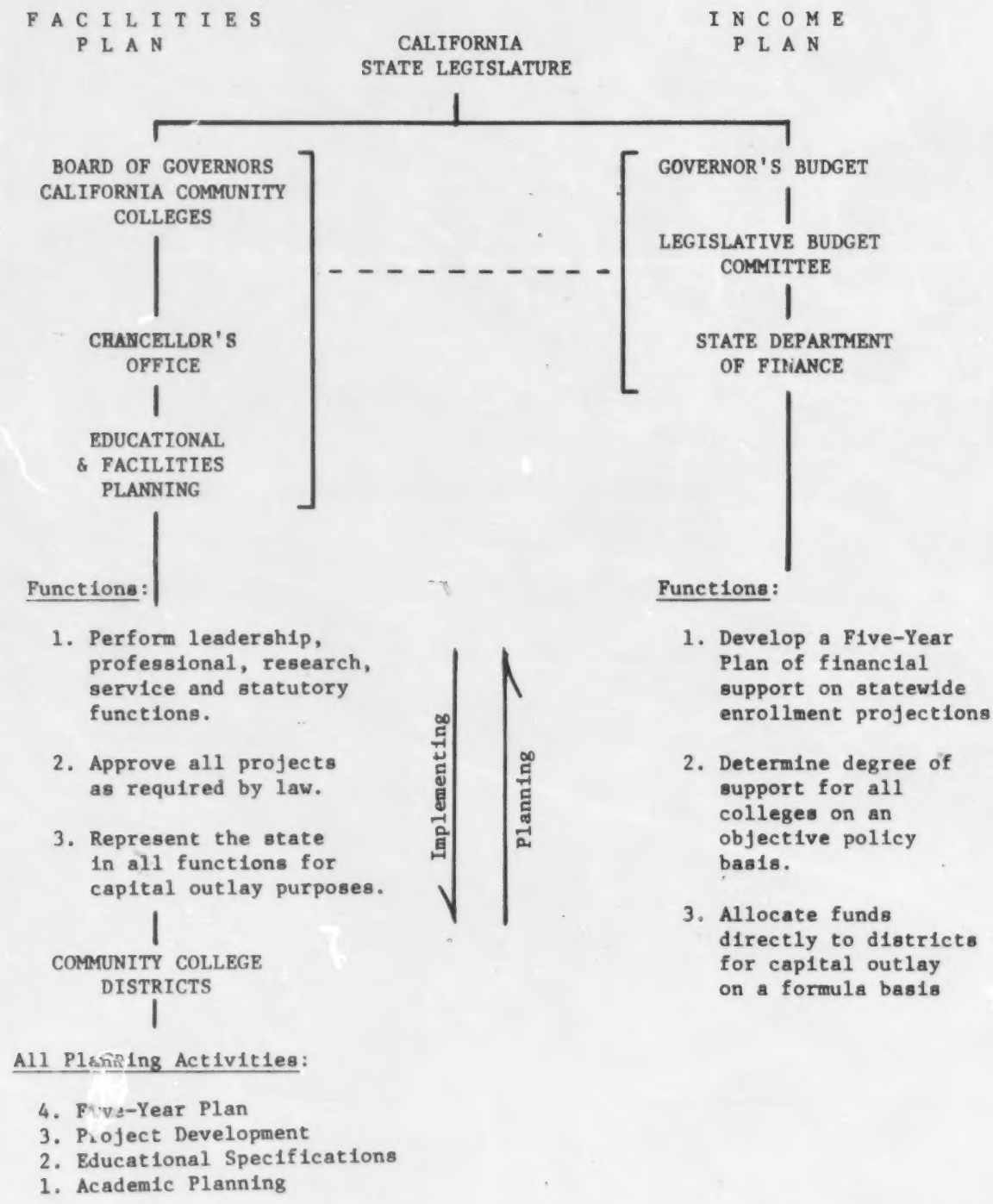
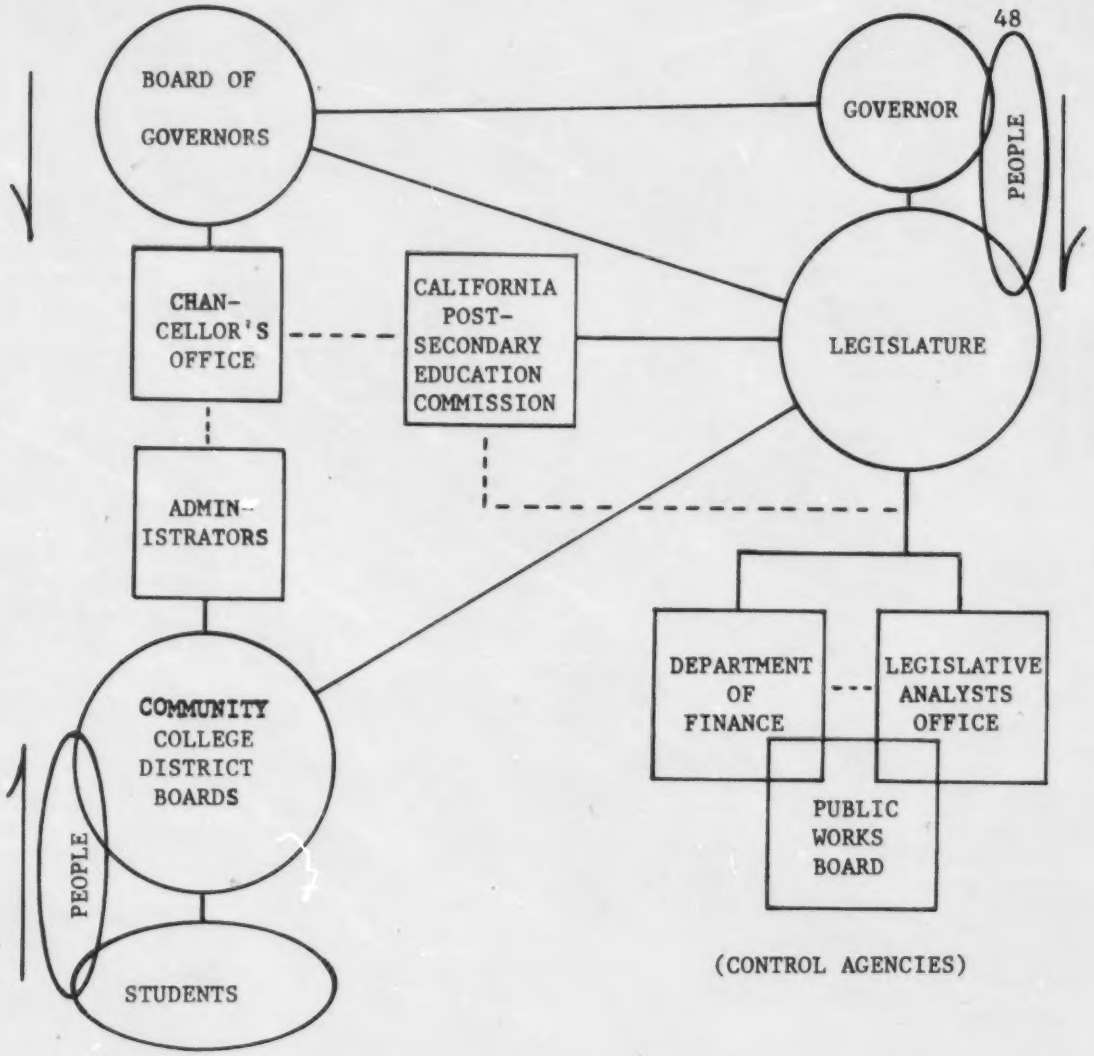

FACILITIES PLAN
CALIFORNIA STATE LEGISLATURE
INCOME PLAN
BOARD OF GOVERNORS CALIFORNIA COMMUNITY COLLEGES
CHANCELLOR'S OFFICE
EDUCATIONAL & FACILITIES PLANNING
GOVERNOR'S BUDGET
LEGISLATIVE BUDGET COMMITTEE
STATE DEPARTMENT OF FINANCE
Functions:
1. Perform leadership, professional, research, service and statutory functions.
2. Approve all projects as required by law.
3. Represent the state in all functions for capital outlay purposes.
COMMUNITY COLLEGE DISTRICTS
Implementing
Planning
Functions:
1. Develop a Five-Year Plan of financial support on statewide enrollment projections
2. Determine degree of support for all colleges on an objective policy basis.
3. Allocate funds directly to districts for capital outlay on a formula basis
All Planning Activities:
4. Five-Year Plan
3. Project Development
2. Educational Specifications
1. Academic Planning

DIAGRAM 4

RECOMMENDED OPERATIONAL RELATIONSHIPS FOR PLANNING, DEVELOPING, APPROVING AND FINANCING A CAPITAL OUTLAY PROGRAM FOR CALIFORNIA COMMUNITY COLLEGES



Key

STUDENTS, Reason for Services	Administrative Agencies
PEOPLE, Source of Power	Direction of Power Delegation
Governing Bodies	Advisory Relationships

DIAGRAM 5

RECOMMENDED OPERATIONAL RELATIONSHIPS FOR PROVIDING THE NECESSARY HUMAN AND PHYSICAL RESOURCES FOR THE EDUCATION OF COMMUNITY COLLEGE STUDENTS IN CALIFORNIA

CHAPTER V

TRANSITIONAL REQUIREMENTS

Transitional Rationale

During the past decade, capital outlay funding for the California community colleges has evolved from a loosely structured "Entitlement" method to a tightly controlled project system method directly involving the following agencies:

1. College District
2. Facilities Planning (Chancellor's Office)
3. Department of Finance
4. Legislative Analyst
5. Legislature
6. Governor
7. Public Works Board

In actual operation, the college district and the Facilities Planning Section of the Chancellor's Office have a major interest in project development. The remaining five agencies, (Department of Finance, Legislative Analyst, Legislature, Governor and Public Works Board) have concerned themselves with project reduction and financial limitation of proposed expenditures. Serious plan improvement beyond the Chancellor's Office is negligible. Practically speaking, plan modification for educational reasons is nonexistent. Districts with known political leverage have been prone to go direct to the Legislature for project approval. The number of districts, however, receiving preferential consideration is small. It can be demonstrated that such

political interference has impeded the intended objectivity of the 1967 Community College Construction Act. For the most part, the "control agencies" (Department of Finance and Legislative Analyst" reduce the capital outlay budget in a given fiscal year to correspond with Legislative and Gubernatorial requirements. It is the premise of this proposal that the amount of the expenditures for capital outlay must be determined much more efficiently than by annually "massaging" the projects through the state agency "mill."

Sufficient expertise is available at the district level and the Chancellor's Office to complete the Facilities Plan. Furthermore, the expertise of the control agencies should be devoted to the Income Plan. State employee responsibilities are probably most efficiently used by having the college planning specialists restrict their abilities to facilities planning and likewise have the financial experts do the same to income planning. The transition period, therefore, is planned to achieve such clarification as previously proposed. College planning and planning approvals for projects would terminate in the Chancellor's Office. There would be no project justification with the control agencies. Any financial expertise from them would be directed to income plan development. The necessary budget language, the statutes and the accompanying legislation to accomplish the foregoing, would be so directed.

Transitional Period

A proposed schedule requires from two to three years to phase out the present planning project sequence of working drawings, construction and equipment. It would take considerably less time to institute the new proposal for funding capital outlay by making payments direct to districts on a formula basis in the second year of implementation. The new proposal, requiring capital outlay funds be available prior to bidding, would require additional time for districts to accumulate funds before undertaking major construction.

It is anticipated that the number of projects considered for planning, evaluation and approval would be reduced in number. The prospect of obtaining state matching funds encourages some districts to submit an excessive number of projects in the hopes that some of them can qualify under state standards and/or be justified on special need. This element would vanish if the district assumed responsibility for having prior construction funds.

Inasmuch as the total number of projects and the amount being spent is at its lowest point in a decade, the time is appropriate for considering a change. The shift could be made with a minimum of disruption and with the least adverse effect upon the college districts. The facilities plan staffs in the Chancellor's Office could direct planning personnel from project justification for the control agencies to assisting district personnel in quality control of the educational planning input.

Control agency personnel could be reassigned from project review to long-range financial planning. Agency involvement in the evaluation of district projects and subsequent Legislative hearings would be terminated and that time made available for other purposes. Annual budget deadlines would be eliminated. The Governor's Budget single line entry would be derived on a long-range policy basis.

In summary, the present project system could be phased out in a period of three years or less. The new funding proposal could be planned during a one-year period and instituted the second. The third year would eliminate all currently planned projects and the new proposal could be functional.

Budgetary Function

Under the present budgetary system for administering the California Community Colleges Construction Act, consisting of: (1) detailed control language, and (2) an individual line entry for each project; constitutes a cumbersome system that is repeated annually. It is the premise of this proposal that such a complex method of operation can be completely eliminated. Substituted in its stead would be a single line item for the entire capital outlay program. The Legislature and the Governor would determine the amount of financial support by a single legislative act based on an income plan prepared by the control agencies. The budget process would also be related with acceptable administrative practice for state government.

Project management would be at the governing board level of the college district and not a matter of debate in a legislative hearing where the participants are several steps removed from the operational level. Furthermore, political pressure fostered by some districts would be eliminated inasmuch as financing would be on a formula basis and not by political whim.

Handbook Development

The proposal for financing capital outlay programs in California community colleges can be facilitated with the preparation of a comprehensive detailed handbook. The preparation of the handbook would be the responsibility of Facilities Planning in the Chancellor's Office.

Sufficient expertise is now available in Educational and Facilities Planning of the Chancellor's Office to prepare the necessary instructions and arrange for a series of workshops to introduce the proposal prior to application. A major share of the instructions would be devoted to the Educational Program delineation and an accompanying Facilities Plan. The recognition that all planning would be on the initiative of the district would probably have a sobering effect on district planning procedure. Project preparation would be the sole responsibility of the district and directed toward student needs, not a means for obtaining state funding. The planning process would probably acquire a more serious purpose. Plans, when approved, would be designed for meeting educational specifications. Furthermore, the district, in reality, would be managing and expending its own resources under state guidance and sanction.

Handbook preparation would: (1) capitalize on past experience, (2) incorporate the latest planning procedures, (3) be designed for local community college personnel, (4) outline necessary approval requirements, (5) give suggested timing schedules, (6) stress essential steps in educational planning, (7) interpret legal state statutes and (8) be designed as a service manual.

New Legislation

A major legislative change would be required in the Education Code to implement the proposed change. Not only is a change in statute required, but a new attitude toward the general trend of centralized governmental control must be developed. The change in attitude and point-of-view will be much more difficult to achieve than the writing of the legislation. There are vested interests to be eliminated, an increased faith in district administration to be established, and a need for better management on the district level. These latter criteria are infinitely less tangible and less susceptible to change. The acceptance of the concept is contrary to present-day trends, but the present complications now evident in governmental operations demand that such an innovation be seriously considered.

The strength and the development of the California community college system is largely a creation of strong district leadership over the years. The system has strong democratic roots and traditions. The system is in need of further strengthening. Substituting state management through financial control has historical implications that are not reassuring. On the other hand, strengthening district responsibility for project planning may, in part, compensate for present trends toward centralization and continue a balance of power between Sacramento and the district governing boards.

Procedure for legislative implementation may include:

1. Establish a unity of purpose within the Chancellor's Office as to the merits and feasibility of the proposal.

2. Take the proposal to the Advisory Committee on Capital Outlay Planning for support and concurrence.

3. Present the proposal to Governing Board for information and consideration.

4. Make preparations to take the proposal to the Legislature and write enabling legislation.

Provisions in the legislative bill should provide:

1. The reversion of all moneys not used specifically for capital outlay purposes and develop a functional definition for "reversion."

2. Outline a timing schedule for discontinuing the present method of financing, and introduce the new proposal.

3. Actuate the capital outlay Formula Committee and agree on an initial Distribution Plan.

4. Prepare an income estimate for each district by using available data and approximate funds needed for the first year, with estimates for the next five years.

5. Cooperate and obtain the necessary enrollment data with accompanying predictions for a minimum of five years from the Department of Finance.

6. Prepare a draft of the legislative bill and proceed through regular channels.

The foregoing sketch is only suggestive and is definitely preliminary. The details can be refined after there is evidence that the concepts in the proposal have received some degree of acceptance.

APPENDIX

A. Relationship of Weekly Student Contact Hours (WSCH) with Assignable Square Feet

B. Relationship Between Assignable Square Feet (ASF) and Day-Graded Students (DGS)

C. State Revenue Provision for Public School System and State University

APPENDIX A

RELATIONSHIP OF WEEKLY STUDENT CONTACT HOURS (WSCH) WITH ASSIGNABLE SQUARE FEET (ASF)

TABLE 8

RELATIONSHIP OF WEEKLY STUDENT CONTACT HOURS (WSCH)[1]
WITH ASSIGNABLE SQUARE FEET (ASF)

College Size by Number of DGS	Number of Colleges by Group	1975 Day-Graded Students	ASF/WSCH x 10	Weighted Mean
0 - 500	2	741	57,727	77.90
500 - 1,000	4	2,962	257,238	86.85
1,000 - 2,000	14	20,495	868,927	42.40
2,000 - 3,000	4	9,895	425,870	43.04
3,000 - 4,000	11	37,762	1,357,952	35.96
4,000 - 5,000	10	45,421	1,475,400	32.48
5,000 - 6,000	8	44,745	1,559.182	34.85
6,000 - 7,000	9	58,912	1,869,496	31.53
7,000 - 8,000	5	37,901	1,320,923	34.85
8,000 - 9,000	9	75,817	2,669,036	35.20
9,000 - 10,000	3	28,137	901,905	32.05
10,000 - 11,000	3	31,350	848,569	27.07
11,000 - 12,000	6	69,075	1,817,801	26.32
12,000 - 13,000	5	62,918	2,001,908	31.82
13,000 - 14,000				
14,000 - 15,000	1	14,359	531,283	37.00
15,000 and above	6	94,043	2,473,718	26.30
TOTALS	100	634,533	20,436,935	32.21

Los Angeles Mission	1,222
Los Angeles Instructional TV	2,559
San Diego Evening	1,980
Fall 1975 Enrollment (Total, Prior to 1,630 Hours)	640,294

[1]Data on nonresidential buildings were obtained from one hundred California community colleges as reported by 1975 Fall Enrollments and 1975 Facilities Inventory. All residential space reported was withdrawn from computations. The residential space (student housing) in the space inventory constitutes .6 of 1% of all ASF reported statewide.

JMB:cv
December 13, 1976
Revised May 23, 1977

TABLE 9

RELATIONSHIP OF WEEKLY STUDENT CONTACT HOURS (WSCH) WITH ASSIGNABLE SQUARE FEET (ASF) IN NONRESIDENTIAL BUILDINGS FOR ONE HUNDRED CALIFORNIA COMMUNITY COLLEGES, 1975, ARRANGED IN DESCENDING ORDER BY WSCH FACTOR

College	Number of Day-Graded Students (DGS)[1]	Non-Residential ASF[2]	1975 DGS WSCH[3]	ASF/ WSCH x 10
Lake Tahoe	671	81,936	3,995	205.1
West Kern (Taft)	353	56,866	5,588	101.76
San Jacinto	1,318	113,379	13,716	82.7
Reedley	2,219	219,201	29,428	74.5
West Hills	750	86,259	13,256	65.1
Santa Clarita (Canyons)	1,994	121,400	18,836	64.50
Barstow	1,238	71,297	11,561	61.70
Victor Valley	1,757	108,680	18,518	58.70
Palo Verde	388	25,681	4,568	56.20
Los Angeles Trade-Tech	8,971	564,056	104,283	54.10
Coachella Valley	3,282	197,224	39,194	50.30
Gavilan	1,548	130,216	26,487	49.2
Siskiyou	945	89,251	18,280	48.8
Porterville	1,590	106,716	22,931	46.50
Hartnell	3,493	222,818	49,428	45.10
Bakersfield	6,216	386,803	87,904	44.00
San Luis Obispo (Cuesta)	3,301	185,493	42,383	43.80
Citrus	4,839	309,075	71,596	43.20
Mt. San Antonio	12,763	633,255	147,689	42.90
Laney	8,659	440,124	102,714	42.80
Monterey Peninsula	5,535	260,997	61,832	42.20
Crafton Hills	1,327	70,244	16,906	41.60
Feather River	596	31,872	7,704	41.40
Antelope Valley	3,237	190,590	46,258	41.20
Cypress	7,698	432,561	105,300	41.10
Modesto	7,961	392,948	96,873	40.60
Skyline	3,306	175,890	43,381	40.50
Compton	4,436	192,011	47,749	40.20
San Jose City	6,834	289,670	72,905	39.70
San Bernardino Valley	8,341	407,133	103,850	39.20

[1]California Community Colleges, "Fiscal Data Abstract 1975-76, Sacramento: Board of Governors, December 1976, Table I-1, p. 5, "Day" column.

[2]"1976 Ten-Year Community College Capital Outlay Projection," Population Research Unit, California State Department of Finance, September 22, 1976, actual data sheets.

[3]"1975 Facilities Inventory," Sacramento: California Community Colleges, Report No. 17. (Subtracted category 900 for districts with reported dormitories) (Proration made for multi-campus districts on DGS basis for central office space.)

TABLE (continued)

College	Number of Day-Graded Students (DGS)	Non-Residential ASF	1975 DGS WSCH	ASF/ WSCH x 10
Solano	5,575	241,010	62,290	38.70
Yuba	3,484	213,136	55,498	38.40
Redwoods	5,299	216,199	56,918	37.98
College of Marin	6,257	276,202	73,035	37.80
San Diego City	5,488	255,946	67,995	37.64
Fremont-Newark	4,837	211,127	56,500	37.40
Long Beach	14,359	558,506	150,928	37.00
Oceanside-Carlsbad	2,476	99,605	27,348	36.40
Cosumnes River	2,760	144,186	39,819	36.20
Allan Hancock	5,185	187,443	52,144	35.90
Fresno City	9,186	432,765	121,487	35.60
San Mateo	8,247	387,315	109,486	35.40
Foothill	7,786	304,782	86,368	35.30
Cerro Coso	1,188	57,817	16,562	34.90
South County (Chabot)	11,513	394,090	114,108	34.50
Glendale	4,307	194,907	56,874	34.30
Los Medanos	3,688	144,211	42,690	33.80
Shasta	4,921	257,865	77,636	33.21
Contra Costa College	5,848	231,693	70,313	33.00
Merced	4,798	201,302	61,634	32.70
DeAnza	10,806	387,041	119,269	32.50
Ventura	8,059	299,114	92,116	32.50
El Camino	15,468	647,799	203,791	31.80
Rancho Santiago	9,714	323,954	102,299	31.70
Sacramento City	8,898	410,419	129,412	31.70
Moorpark	5,818	205,850	66,829	30.80
Pasadena Area	12,066	514,944	166,994	30.80
Cerritos	12,746	427,615	140,614	30.40
Merritt	6,222	226,504	74,468	30.40
Riverside	8,258	301,847	99,542	30.30
Evergreen Valley	3,304	107,977	35,908	30.10
Los Angeles City	15,220	526,984	177,482	29.70
Sierra	4,427	190,736	64,808	29.43
Canada	4,121	157,415	53,710	29.30
Santa Rosa	7,007	315,515	108,224	29.20
Sweetwater (Southwestern)	6,721	279,231	96,025	29.10
West Valley	12,942	484,294	166,944	29.00
Imperial	2,440	115,661	40,060	28.90
San Joaquin Delta	9,237	367,536	127,079	28.90
Columbia	1,535	64,555	22,577	28.60

TABLE (continued)

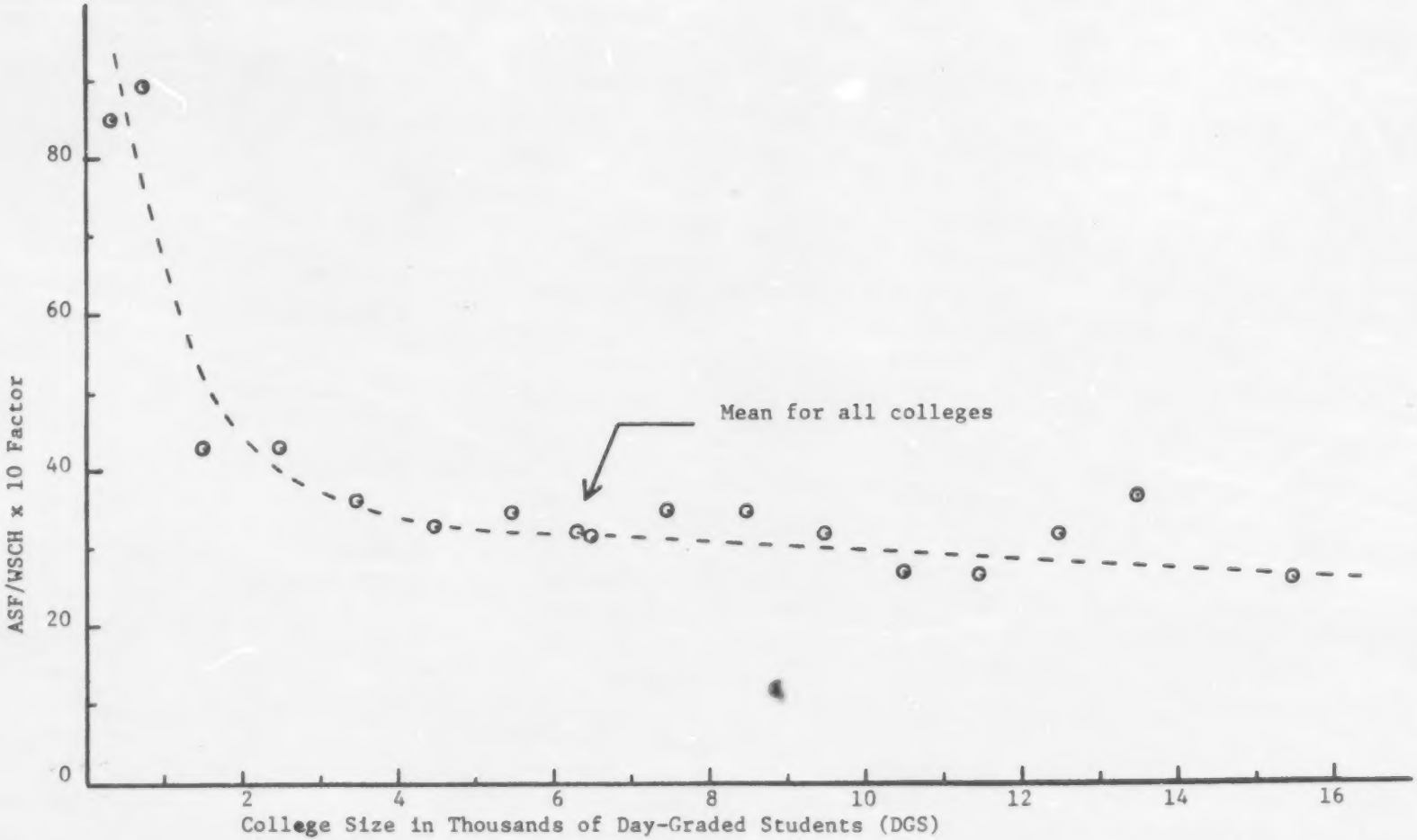
College	Number of Day-Graded Students (DGS)	Non-Residential ASF	1975 DGS WSCH	ASF/WSCH x 10
Orange Coast	16,445	496,517	173,789	28.60
Lassen	1,367	66,611	23,440	28.42
Indian Valley	1,779	58,497	20,600	28.40
Sequoias	4,008	183,824	64,730	28.40
Rio Hondo	8,005	287,960	101,616	28.30
San Diego Miramar	1,034	37,809	13,599	27.80
Napa	3,582	129,093	47,065	27.40
Chaffey	6,896	245,199	89,826	27.30
Santa Barbara	6,408	233,490	85,622	27.30
Los Angeles Harbor	7,449	236,282	87,237	27.10
Cabrillo	6,783	225,384	83,881	26.90
Golden West	11,425	315,473	120,768	26.10
Fullerton	12,401	442,944	171,804	25.80
Diablo Valley	11,569	354,629	138,115	25.70
Los Angeles Valley	15,010	450,908	175,476	25.70
East Los Angeles	11,625	340,896	135,367	25.20
Grossmont	10,534	289,709	117,984	24.60
Los Angeles Southwest	3,425	96,855	40,109	24.10
Alameda	5,997	172,598	71,900	24.00
San Diego Mesa	10,010	291,659	122,391	23.80
American River	11,295	383,154	162,595	23.60
Butte	3,660	177,113	50,524	23.20
Los Angeles Pierce	15,702	424,692	183,498	23.10
Santa Monica	11,648	279,467	122,682	22.80
Saddleback	6,575	169,250	76,233	22.20
Mendocino	1,006	28,192	13,226	21.30
Palomar	8,379	229,520	110,772	20.70
San Francisco City	16,198	465,565	242,034	19.20
West Los Angeles	4,727	86,376	55,150	15.70
Oxnard	1,814	25,809	21,674	11.90

Note: The above table gives the amount of ASF required to produce one WSCH if the column at the right (ASF/WSCH x 10) is divided by 10. The following illustrative deductions result and indicate the amount of ASF required to produce each WSCH:

Highest college	20.5	Mean	3.2
Median	3.3	Lowest College	1.2

It is important to note that these are overall data on a collegewide basis giving quantitative relationships and not qualitative. Ten was used as a multiplier for convenience in obtaining whole numbers rather than fractional amounts.

JMB:cv
May 17, 1977



GRAPH 2

RELATIONSHIP BETWEEN WEEKLY STUDENT CONTACT HOURS, ASSIGNABLE SQUARE FEET AND CALIFORNIA COMMUNITY COLLEGE SIZE, 1975

APPENDIX B

RELATIONSHIP BETWEEN ASSIGNABLE SQUARE FEET (ASF) AND DAY-GRADED STUDENT (DGS)

TABLE 10

RELATIONSHIP BETWEEN ASSIGNABLE SQUARE FEET (ASF)
AND DAY-GRADED STUDENT (DGS)

College Size	Number	Day-Graded Students	DGS x ASF per DGS	Weighted Mean
0 - 500	2	741	82,548	111.40
500 - 1,000	4	2,962	289,318	97.68
1,000 - 2,000	14	20,495	1,061,212	51.78
2,000 - 3,000	4	9,895	578,653	58.48
3,000 - 4,000	11	37,762	1,840,400	48.74
4,000 - 5,000	10	45,421	1,984,638	43.69
5,000 - 6,000	8	44,745	1,771,736	39.60
6,000 - 7,000	9	58,912	2,331,333	39.58
7,000 - 8,000	5	37,901	1,682,088	44.38
8,000 - 9,000	9	75,817	3,327,488	43.89
9,000 - 10,000	3	28,137	1,124,255	39.96
10,000 - 11,000	3	31,350	968,409	30.89
11,000 - 12,000	6	69,075	2,067,709	29.93
12,000 - 13,000	5	62,918	2,503,052	39.78
13,000 - 14,000				
14,000 - 15,000	1	14,359	558,506	38.90
15,000 and above	6	94,043	3,012,465	32.03
TOTALS	100	634,533	25,184,210	39.69
MEAN		6,345		
Los Angeles Mission		1,222		
Los Angeles Instructional TV		2,559		
San Diego Evening		1,980		
Fall 1975 Enrollment (Total, Prior to 1,630 Hours)		640,294		

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November 8, 1976
Revised June 9, 1977

TABLE 11

ASSIGNABLE SQUARE FEET PER DAY GRADED STUDENT IN NON RESIDENTIAL BUILDINGS FOR ONE HUNDRED CALIFORNIA COMMUNITY COLLEGES AS REPORTED BY FALL 1975 ENROLLMENTS, 1975 FACILITIES INVENTORY AND ARRANGED IN DESCENDING ORDER BY THE NUMBER OF ASSIGNABLE SQUARE FEET

College	Number of Day-Graded Students (DGS)	Total Non-Residential ASF	ASF per Day-Graded Student[1]
Taft	353	56,866	161.09
Lake Tahoe	671	81,936	122.11
West Hills	750	86,259	115.01
Reedley	2,219	219,201	98.78
Siskiyou	945	89,251	94.45
Mt. San Jacinto	1,318	113,379	86.02
Gavilan	1,548	130,216	84.12
Porterville	1,590	106,716	67.12
Palo Verde	388	25,681	66.19
Citrus	4,839	309,075	63.87
Hartnell	3,493	222,818	63.79
Los Angeles Trade-Tech	8,971	564.056	62.88
Bakersfield	6,216	386,403	62.16
Victor Valley	1,757	108,680	61.86
Yuba	3,484	213,136	61.18
Canyons, College of the	1,994	121,400	60.88
Coachella Valley	3,282	197,224	60.09
Antelope Valley	3,237	190,590	58.88
Barstow	1,238	71,297	57.59
Cypress	7,698	432,561	56.19
Cuesta	3,301	185,493	56.19
Feather River	596	31,872	53.48
Skyline	3,306	175,890	53.20
Crafton Hills	1,327	70,244	52.93
Shasta	4,921	257,865	52.40
Cosumnes River	2,760	144,186	52.24
Laney	8,659	440,124	50.83
San Antonio	12,763	633,255	49.62
Modesto	7,961	392,948	49.36
San Bernardino Valley	8,341	407,133	48.81
Lassen	1,367	66,611	48.73
Cerro Coso	1,188	57,817	48.67
Butte	3,660	177,113	48.39
Imperial	2,440	115,661	47.40
Monterey Peninsula	5,535	260,997	47.15

[1]Computation includes a proration of central office facilities on a DGS basis for multicampus districts. Residential or student housing was deleted from computations.

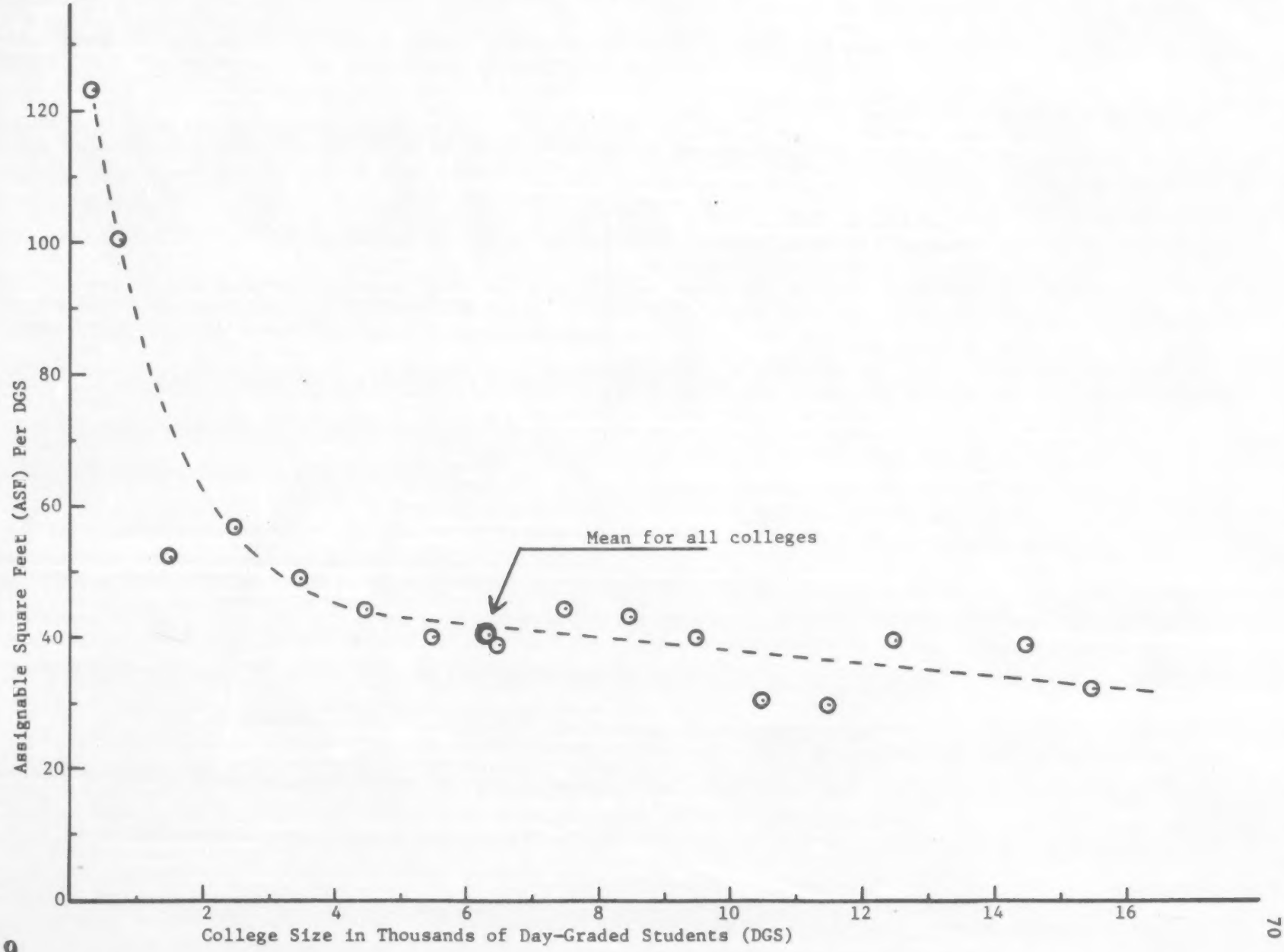
TABLE (con(continued)

College	Number of Day-Graded Students (DGS)	Total Non-Residential ASF	ASF per Day-Graded Student
Fresno City	9,186	432,765	47.11
San Mateo	8,247	387,315	46.96
San Diego City	5,488	255,946	46.64
Sacramento City	8,898	410,419	46.12
Sequoias	4,008	183,824	45.86
Glendale	4,307	194,907	45.25
Santa Rosa	7,007	315,515	45.03
College of Marin	6,257	276,202	44.14
Fremont-Newark	4,837	211,127	43.65
Compton	4,436	192,011	43.28
Solano County	5,575	241,010	43.23
Sierra	4,427	190,736	43.08
Pasadena Area	12,066	514,944	42.68
San Jose City	6,834	289,670	42.39
Columbia	1,535	64,545	42.05
Merced	4,798	201,302	41.96
El Camino	15,468	647,799	41.88
Southwestern	6,721	279,231	41.55
Redwoods	5,299	216,199	40.80
Oceanside-Carlsbad	2,476	99,605	40.23
San Joaquin Delta	9,237	367,536	39.79
Contra Costa College	5,848	231,693	39.62
Foothill	7,786	304,782	39.14
Los Medanos	3,688	144,211	39.10
Long Beach	14,359	558,506	38.90
Canada	4,121	157,415	38.20
West Valley	12,942	484,294	37.42
Ventura	8,059	299,114	37.12
San Diego Miramar	1,034	37,809	36.57
Riverside	8,258	301,847	36.55
Santa Barbara	6,408	233,490	36.44
Merritt	6,222	226,504	36.40
Allan Hancock	5,185	187,443	36.15
Napa	3,582	129,093	36.04
Rio Hondo	8,005	287,960	35.97
DeAnza	10,806	387.041	35.82
Fullerton	12,401	442,944	35.72
Chaffey	6,896	245,199	35.56
Moorpark	5,818	205,850	35.38
Los Angeles City	15,220	526,984	34.62

TABLE (continued)

College	Number of Day-Graded Students (DGS)	Total Non-Residential ASF	ASF per Day-Graded Student
Chabot	11,513	394,090	34.23
American River	11,295	383,154	33.92
Cerritos	12,746	427,615	33.55
Rancho Santiago	9,714	323,954	33.35
Cabrillo	6,783	225,384	33.23
Indian Valley	1,779	58,497	32.88
Evergreen Valley	3,304	107,977	32.68
Los Angeles Harbor	7,449	236,282	31.72
Diablo Valley	11,569	354,629	30.65
Orange Coast	16,445	496,517	30.19
Los Angeles Valley	15,010	450,908	30.04
East Los Angeles	11,625	340,896	29.32
San Diego Mesa	10,010	291,659	29.14
Alameda	5,997	172,598	28.78
San Francisco City	16,198	465,565	28.74
Los Angeles Southwest	3,425	96,855	28.28
Mendocino	1,006	28,192	28.02
Golden West	11,425	315,473	27.61
Grossmont	10,534	289,709	27.50
Palomar	8,379	229,520	27.39
Los Angeles Pierce	15,702	424,692	27.05
Saddleback	6,575	169,250	25.74
Santa Monica	11,648	279,467	23.99
West Los Angeles	4,727	86,376	18.27
Oxnard	1,814	25,809	14.23

JMB:cv
November 2, 1976
Revised June 6, 1977



GRAPH 3

RELATIONSHIP BETWEEN ASF PER DGS AND CALIFORNIA COMMUNITY COLLEGE SIZE, 1975

APPENDIX C

STATE REVENUE PROVISION FOR

PUBLIC SCHOOL SYSTEM AND STATE UNIVERSITY

15. (Funding of schools--Apportionment of State revenues--Prohibition against enjoining collection of taxes)[1]

Out of the revenue from State taxes for which provision is made in this article, together with all other state revenues, there shall first be set apart the moneys to be applied by the State to the support of the Public School System and the State University.

If the Legislature limits the amount of revenue which may be raised from taxes upon the real and personal property according to the value thereof in pursuance of its power so to do under Section 20 of Article XI of this Constitution, then the Legislature shall provide for the raising of revenue by any form of taxation not prohibited by this Constitution in amount sufficient to apportion and shall apportion to each county and city and county an amount equal to the deficiency in the revenues thereof resulting from such limitation, as such deficiency shall be determined by law; provided, however, that no tax shall be levied by the Legislature in pursuance of this section upon property in proportion to the value thereof in excess of the limitation for which provision is made in Section 34a of Article IV of this Constitution with reference to taxes for State purposes on real and personal property and further provided that no taxes upon property in proportion to the value thereof shall be levied in pursuance of this section for the support of any county or city and county goverment.

No injunction or writ of mandate or other legal or equitable process shall ever issue in any suit, action or proceeding in any court against this State, or any officer thereof, to prevent or enjoin the collection of any tax levied under the provisions of this article; but after payment thereof action may be maintained to recover, with interest, in such manner as may be provided by law, any tax claimed to have been illegally collected.

Adopted November 2, 1926; Amended June 27, 1933; November 7, 1944; November 5, 1946; November 6, 1962.

Prior Law: Related to Art XIII s 14, as it existed prior to 1933 amendments.

Amendments:

1933 Amendment: Prior to 1933 amendment, this section as originally adopted provided: "Taxes levied, assessed and collected as hereinafter provided upon companies owning, operating or managing any automobile, truck or auto truck, jitney bus, stage or auto stage used in the business of transportation of persons or property as a common carrier for compensation over any public highway in this State between fixed termini or over a regular route, other than busses used exclusively for the transportation of pupils to or from any public school, when owned or operated by the school or school district, shall be entirely and exclusively for highway purposes, and shall be levied, assessed and collected in the manner hereinafter provided. The word 'companies,' as used in this section, shall include persons, partnerships, joint stock associations, companies and corporations.

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[1]Deering's California Codes, Annotated. Constitution Articles XI - End. San Francisco: Bancroft-Whitney Co., 1974. Pp. 359-360.

"(a) All such companies engaged in the business of transportation of persons, or persons and baggage, or persons and express, or persons, baggage and express where the same is transported on the same automobile, jitney bus, stage or auto stage transporting said persons shall annually pay to the State a tax upon their franchises, cars, equipment, and other property, or any part thereof, used exclusively in the operation of their business in this State, equal to four and one-quarter per cent of the gross receipts from operations of such companies, and each thereof, within this State.

"All such companies operating trucks or auto trucks engaged in the business of transporting property shall annually pay to the State a tax upon their franchises, trucks or auto trucks, equipment, and other property, or any part thereof, used exclusively in the operation of their business in this State, equal to five per cent of the gross receipts from operations of such companies, and each thereof, within this State.

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CLEARINGHOUSE FOR
JUNIOR COLLEGES